DOCUMENT RESUME

ED 194 037 HE 013 262

TITLE Report on Future Administration of Technical Education in Western Australia.
INSTITUTION Western Australia Post Secondary Education Commission, Nedlands.
REPORT NO ISBN-0-7244-6520-0
PUB DATE Oct 77
NOTE 65p.

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS *Administrative Organization; Adult Vocational Education; Advisory Committees; *Continuing Education; *Foreign Countries; Higher Education; *Postsecondary Education; *School Organization; *Technical Education
IDENTIFIERS *Australia (Western Australia)

ABSTRACT

Issues pertaining to the administration of technical education within the postsecondary education system of Western Australia are examined, as are new developments in postsecondary education and procedures adopted by the Western Australian Post Secondary Education Commission to study this topic. Excerpts from Commonwealth Government reports on technical and further education are presented as background information. Arguments for and against the separation of the Technical Education Division from the Education Department are considered, as are some of the attributes of departmental and authority type structures. It is concluded that overall the arguments and evidence in favor of separation are stronger than those for retention of the Technical Education Division in the Education Department. Stages for accomplishing this separation are recommended. (SW)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED194037

REPORT ON FUTURE ADMINISTRATION OF TECHNICAL EDUCATION IN WESTERN AUSTRALIA

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY
Western Australian Post Secondary Educ. Comm.
TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION
THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL NATIONAL INSTITUTE OF EDUCATION POSITION OR POLICY

HE013 262

WESTERN AUSTRALIAN POST SECONDARY EDUCATION COMMISSION

Published by the Western Australian Post Secondary Education Commission, Perth.
1977

ISBN 0 7244 6520 0

NOV 17 1980

CONTENTS

		Page No.
Introduction	.....	v.
Section 1 :	Introduction and Discussion of Procedures Adopted by the Commission	1
Section 2 :	Nature of Technical and Further Education	2
Section 3 :	Analysis of Issues	12
Section 4 :	Administrative Arrangements	44
Section 5 :	Conclusions and Recommendations	57

Appendices

Appendix 1	Submissions	60

INTRODUCTION

The question of the administration of technical education was the subject of discussion in the Partridge Committee Report on post secondary education in Western Australia,[1] and that Committee's recommendations for the creation of a statutory Technical and Further Education Authority were referred to this Commission for examination and advice.

This Report comprises five main sections and an appendix. Section 1 is the introduction and discusses the procedures adopted by the Commission. Section 2 of the Report provides extracts from Commonwealth Government reports on technical and further education. Section 3 discusses the issues and the arguments for and against the separation of the Technical Education Division from the Education Department. Section 4 examines some of the attributes of departmental and authority type structures. Section 5 comprises conclusions and recommendations. Appendix 1 lists the organisations and individuals who made submissions.

---

(1) *Post-Secondary Education in Western Australia*, Report of the Committee on Post-Secondary Education, appointed by the Minister for Education in Western Australia under the Chairmanship of Professor P.H. Partridge, Perth, January, 1976.

SECTION 1 : INTRODUCTION AND DISCUSSION OF PROCEDURES ADOPTED BY THE COMMISSION

1.1 The Western Australian Post Secondary Education Commission (WAPSEC) resolved at its February 1977 meeting that a subcommittee of the Commission would accept specific responsibility for an examination of the issues raised particularly in Chapter 5 of the Partridge Committee Report on Post Secondary Education in Western Australia. This examination was to be made in light of the new developments in post secondary education since the Partridge Report was released in January 1976. Some of these developments were the release of a Report on post secondary education in Tasmania; the establishment of post secondary education enquiries in Victoria and South Australia; and the announcement by the Commonwealth Government of its intention and later action to combine the three post secondary education commissions, namely the Universities Commission, the Commission on Advanced Education and the Technical and Further Education Commission, into a single Commonwealth Tertiary Education Commission. The question of changes in State/Commonwealth responsibilities for funding post secondary education was also under debate.

1.2 The Commission decided that a number of issues should be listed and that these should form the basis on which public submissions should be solicited. These issues are referred to in some detail in Section 3 of this report. In addition to a Ministerial media release, advertisements were placed in the major newspapers. Specific organisations and persons were identified and these were approached with a direct request for them to elaborate on earlier submissions made to the Minister or the Commission or, in other cases, to make submissions. The list of submissions received forms Appendix 1 of this Report.

1.3 Following the work of the subcommittee the whole Commission was involved in an extensive examination of the various options possible for the administration of technical education. This examination led to the conclusions and recommendations stated in Section 5 of this Report.

SECTION 2 : NATURE OF TECHNICAL AND FURTHER EDUCATION

2.1 A watershed document in the development of technical education in Australia was the First Report of the Australian Committee on Technical and Further Education (ACOTAFE) released in April 1974.[2] This Commonwealth Committee undertook a major survey of technical education in the States and examined over two hundred written submissions on how technical education might be improved. The Report described technical and further education as that education by means of which the individual can

> (a) acquire or make progress towards acquiring, by full time or part time studies, assessable occupational qualifications involving mental, manual or social skills; and/or
>
> (b) acquire or seek to acquire, usually on a part time basis, knowledge or skills for secondary, additional, or supplementary occupational purposes, or for the purpose of personal development or enrichment, or to utilise leisure creatively.
>
> The essential characteristic that distinguishes (a) from (b) is the formality of occupational qualifications acquired and its relevance to immediate employment purposes. Courses consistent with (a) are usually available in technical college type institutions where formal evaluation criteria are normally used; courses consistent with (b) are usually less formal and described as adult education, and are frequently available in technical colleges.
>
> 1.18 The educational options in institutions within the formal and non formal TAFE patterns are:
>
> (a) apprenticeship and post apprenticeship courses;
> (b) various non indentured courses for skilled workers;
> (c) certificate and sub diploma courses for technicians in manufacturing industries and similar level courses for persons in commerce, community service, rural, mining, artistic, and other industries;
> (d) courses which can lead to full professional status or which enable professionals to update their technology or to specialise;
> (e) courses which can be broadly described as preparatory or bridging, that is, leading to higher courses of study, or short courses in job skills or particular kinds of knowledge;
> (f) courses of an informal kind and varying in length from a number of years to quite short periods in any aspect of technology, science, liberal studies, self expression, home handicrafts and cultural appreciation.
>
> (Paras. 1.17, 1.18)

2.2 The concept central to the Report was the provision of unrestricted access to post school education provided through technical and further education. (TAFE, the acronym, has emerged as a name for this sector of education). The Committee adopted two guidelines -

---

(2) Australian Committee on Technical and Further Education (M. Kangan, Chairman), *TAFE in Australia*, Report on Needs in Technical and Further Education, April, 1974, AGPS, Canberra, 1975.

(a) Recurrent opportunities for technical and further education should be available to people of all ages regardless of minimum formal educational entry requirements or of current employment status. Opportunities throughout life for recurrent education should give priority to the needs of the individual as a person and to his or her development as a member of society, including the development of non vocational and social skills that affect personality.

(b) The broader the approach in technical and further education the more the likelihood of creating an environment in which self motivated individuals can reach their vocational goals and in which motivation may be regenerated in people who have lost it.

(Preface p.xvii)

2.3 In its summary of conclusions and recommendations the Committee wrote -

(4) Under the combined influences of technological, demographic and social changes, technical and further education is affecting a continually increasing proportion of the adult population, and this trend will continue. Most people seeking technical and further education are commonly influenced by utilitarian motives. As a result, it is important that general education be seen as relevant to vocational purposes and that vocational education in turn becomes more general in its content and methods so that people can be better prepared to adapt themselves to changing conditions and to re-training, as necessary, at any time of their working lives.

(5) Real barriers to vocationally oriented education exist, more so in some States than in others. Strong emphasis should be placed on unrestricted access to recurrent education. The colleges should extend preparatory courses, transfer courses and other help to enable adults to attempt the level of vocational education they desire, including the making good of omissions or deficiencies related to primary and secondary schooling. There should be unrestricted access to assessments of knowledge and skills for the purpose of gaining formal qualifications, irrespective of where or how the individual prepared himself. Entry requirements should be progressively eased.

(6) Technical and further education has too often been thought of as something different from a tidy mainstream of education — primary, secondary and tertiary. The proper perspective for the fourth quarter of the twentieth century is for technical and further education to be seen as an alternative — neither inferior nor superior —

(9) The concept of recurrent vocationally oriented education is especially relevant to technical and further education. It offers the best hope whereby the community can cope with shifting job specifications resulting from technological and social change, and especially with new employment opportunities which open up. Technical college type institutions constitute the widest networks available in Australia for the formal vocational education of adults, and hence are particularly well suited to extend recurrent education practices and procedures. They should be given every opportunity to do so.

(Conclusions p.xxiii)

2.4 The Committee was very conscious of the role of TAFE teachers in improving the quality of education -

(23) If the preceding Conclusions are to have an effective widespread impact on the concepts and development of TAFE it will be necessary to capture the enthusiasm of teachers and to provide them with opportunities to gain the background and skills required. Emphasis on providing an educational service to people of all ages, regard for individual needs, technology in education, self paced adult learning, use of library resource centres, unrestricted access, recurrent vocationally oriented education, counselling and guidance services, social worker help, tutorial assistance — all these must be made an integral part of technical teacher training. The kind of teacher education and training, both initial and in-service, that is provided will determine how technical and further education develops.

(Conclusions p.xxvi)

2.5 In its Report, the Committee stated that -

> (42) Enrolments in technological fields no longer predominate in technical colleges although the largest single group of enrolments is in the engineering field which is strongly influenced by compulsory apprenticeship enrolments. More than 50 per cent of all enrolments are in the non technological fields such as art, music, business, general studies, and various service studies such as food services, fashion and transport.

(Conclusions p.xxviii)

2.6 Concern was expressed that country residents should be helped by the development of community type colleges.

> (24) Access to further education by many persons who reside outside large metropolitan areas would be facilitated by the development of community type colleges which would help adults overcome deficiencies in their primary and secondary schooling and offer courses up to diploma level, where necessary, in addition to the range and level of courses customarily available from technical colleges. Such a development should, of course, have proper regard to practical economics and to educational standards at other institutions to which students may later wish to transfer, or from which they may wish to gain recognition for completed subjects. It is to be hoped that this Conclusion will not tempt principals or other education administrators to change the nature and character of 'technical colleges' whose designation they may decide to alter to that of 'community college'. Course levels at colleges should be determined by educational criteria alone and not by whether they can attract funds from the Australian Government which at present might not otherwise be available. The great majority of students at technical colleges are there to gain applied knowledge and practical skills, and the colleges should continue to cater essentially for this kind of education. No useful purpose would be served by attempts to compete with institutions offering more advanced studies.

(Conclusion 24)

The Committee wrote -

> 4.101 The Committee believes that some existing technical colleges could be extended or adapted into community colleges and supports those States that already have this in mind. Alternatively some community colleges might develop first as colleges offering the Preparatory and Adult Education Streams, progressing by stages to include courses with vocational orientation.
>
> 4.102 Overall, in the Committee's conception, a community college should provide a focal point from which the local community's needs can be met. The emphasis should lie in the breadth of its educational offerings particularly as it contributes to the enrichment of members of that community. Such a college should be prepared to engage in whatever co-ordinating work is required in local education and cultural activities, and the college itself should be available to groups as a meeting place and practice area. The less frequent and by no means essential role is the provision of part or all of some diploma courses for which there is a need in the community. Clearly if the demand is such that a group of students of reasonable proportion is anxious to study a diploma course then a community college should respond.

(Paras. 4.101, 4.102)

2.7 The provision of TAFE for women was an important task -

> (50) Women are presently less likely to enrol in TAFE than men. There is wide scope for women of all ages to gain formal qualifications in both the technological and non technological fields in technical colleges, and enhance their occupational standing. With the advantage of formal qualifications acquired during their youth, women could resume more prestigious careers later in life with less re-training.
>
> (51) Special attention should be given to the facilities in technical colleges for married women to gain formal vocational qualifications. In particular, the convenience of attendance times, facilities for child care for short periods, the amenities, and the psychological and emotional complexities of mature women sharing the same formal class facilities with adolescents just out of secondary school should be examined in each State as a matter of urgency.
>
> (Conclusions p.xxix, p.xxx)

2.8 These samples of Committee thinking accompanied by Commonwealth grants to the States help illustrate why that Report profoundly changed the direction of technical education in Australia. Many have deliberately adopted the acronym TAFE for technical and further education so as to stress the new direction.

2.9 The Second Report of the Australian Committee on Technical and Further Education[3] in May 1975 saw no need to repeat the philosophies and concepts of the First Report but attempted to develop a phased program for their implementation. The Committee saw TAFE in the context of post secondary education. The Report stated -

> 2.2 Post-secondary education is concerned with the education of adults. Persons under the age of 18 years are a declining proportion of total enrolments in post-secondary education. The Committee believes that there is a broad continuum of educational opportunities in the post-secondary field that are provided by universities, colleges of advanced education and the TAFE colleges. Planning for post-secondary education must take cognisance of the number and diversity of places provided in each of these sectors. Each sector has its own need for appropriate resources but, in the allocation of resources, post-secondary education must be seen as a whole.
>
> (Para. 2.2)

2.10 The Committee suggested that, as in overseas countries, Australia was moving away from a period of emphasis on elitist higher education towards mass post secondary education. The Report stated -

---

(3) Australian Committee on Technical and Further Education (E. Richardson, Chairman), *TAFE in Australia*, Second Report on Needs in Technical and Further Education, May 1975, AGPS, Canberra, 1975.

> 2.12 In providing for mass post-secondary education, the majority of OECD member countries are envisaging, as one of their main strategies, a wider diversification of their post-secondary education systems and the development of institutions and programs to provide terminal, and for the most part, vocationally oriented post-secondary education. These are sometimes referred to as 'short-cycle institutions' and 'short-cycle higher education'. TAFE institutions have an important role in Australia as part of those strategies.
>
> (Para. 2.12)

2.11 The Committee spent some time on discussions of the concepts of recurrent and adult education and the role of TAFE institutions in these activities -

> 4.13 Without being described or perceived as a system of recurrent education, technical colleges in Australia have effectively been the major provider of recurrent education opportunities, and have been substantially concerned with mature students since TAFE has developed largely in response to the needs of those who have left school and are working (including apprentices). Most students are adult, attending part-time in the evening or under day-release, block-release, sandwich or other attendance patterns. In making educational opportunities available to those who left full-time school for work at various points in the education system, TAFE institutions have shown considerable flexibility. Flexibility has been apparent in interpreting entrance requirements; in making parts of courses available through short periods of full-time attendance ranging from several days to a year; in relating work experience and formal study; in designing courses to meet the needs of comparatively small groups of people. By further increasing flexibility and responsiveness to need in those and other ways, access to relevant education can be made available through TAFE institutions as required throughout the lifetime of those who have left school. The discussion in Chapter 5 covers many of the aspects of TAFE which are relevant to its continuing role as the major system meeting an increasing demand for recurrent education. It describes some of the changes in emphases and methods and suggested developments which will assist TAFE through State Departments/Divisions and other providing bodies to meet these demands.
>
> (Para. 4.13)

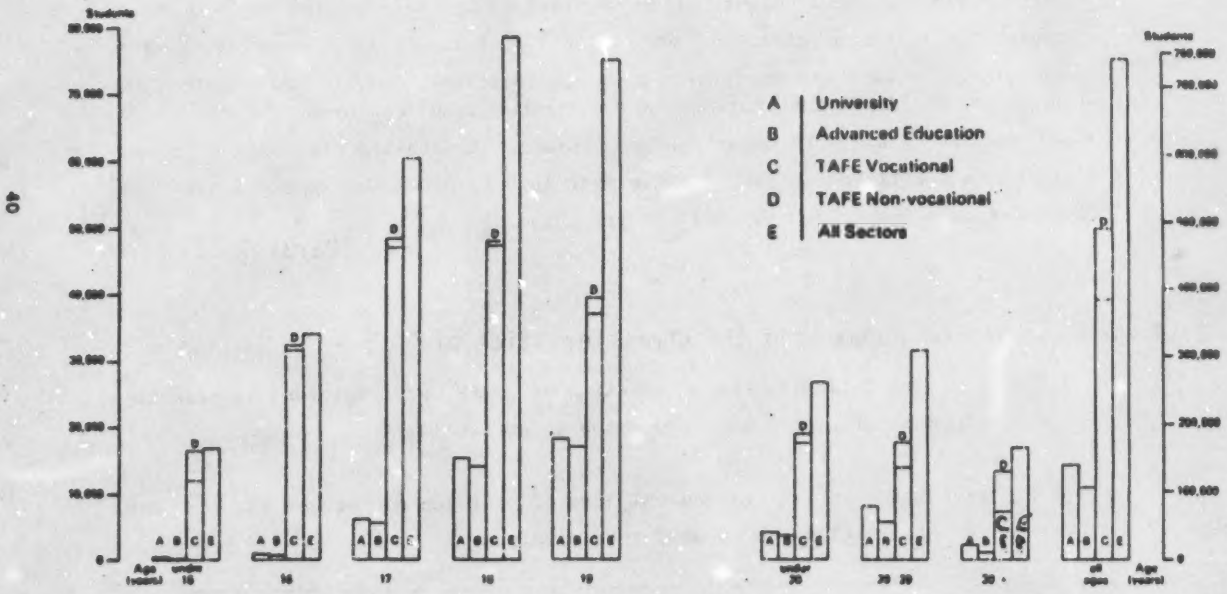
2.12 The First Report of the Technical and Further Education Commission for the Triennium 1977-79[4] focused on the topic "Towards a Better Balance - The Case for TAFE". The Commission demonstrated the present contribution of TAFE to the education of the population -

(4) Technical and Further Education Commission (First Report, H.K. Coughlan, Chairman), *Report for the Triennium 1977-1979*, AGPS, Canberra, 1976.

3.11 The importance of TAFE in the provision of post-school educational opportunities for young persons is immediately apparent from Figure 3.1. Of 18-year-olds in the Australian population, some 49,000 were undertaking vocational or pre-vocational studies at a TAFE institution in 1974. This represents 30 per cent of males and 10 per cent of females in the entire 18-year-old age-group. At age 19 - the age at which enrolments peak in both universities and colleges of advanced education - TAFE students account for approximately half of all students still engaged in any form of education, or some 17 per cent of all persons in the population age-group. A marked disparity between the sexes is again a feature of this age-group's participation in TAFE.

3.12 The significance of TAFE is not confined to the provision it makes for young people. Of all participants in TAFE in 1974 more than 62 per cent were aged 20 or more; in vocational and preparatory courses, some 55 per cent were 20 or older. Students aged 20-29 undertaking vocational and preparatory courses in TAFE equal in number the total of all persons in that age-group undertaking any form of tertiary education. For those aged 30 and above, TAFE becomes the predominant provider of post-school education.

Figure 3.1
STUDENTS IN POST-SCHOOL EDUCATION
BY AGE(a) AND EDUCATIONAL SECTOR,
AUSTRALIA — 1974



(a) Age as at 30 June 1974.

(Paras. 3.11, 3.12 and Figure 3.1)

2.13 The final Report that the Technical and Further Education Commission produced prior to its replacement by the Commonwealth Tertiary Education Commission and its Councils was a submission to the Williams Committee of Inquiry into Education and Training.(5) In that submission the Commission reiterated the diversity of TAFE -

> 1.33 Course provision in TAFE is similarly diverse. Courses offered vary greatly in their total length and consequently in their demands on the time of students, on staff and on other resources; in total, more than 3,000 courses are provided by the major TAFE authorities in the States, ranging in length from less than 25 hours to more than 3,000 hours of class attendance. Apprenticeship and related trade courses - long thought of as the major function of the 'tech' - now constitute only about one-fifth of all TAFE enrolments. There are now large numbers of other skilled vocational courses for persons not indentured in a trade; these include many certificate courses for prospective technicians and persons engaged in para-professional occupations, particularly in the manufacturing and service industries, and a wide range of courses designed to supplement previous training or to provide specialised instruction in particular aspects of job skills. Other courses of growing importance in TAFE are those providing pre-vocational training to persons prior to their entry into employment, and preparatory or bridging instruction to persons whose educational experience is not sufficient to permit direct entry to a chosen vocational course. Government TAFE institutions are also major providers of adult education courses of the personal interest, leisure or general enrichment kind. The great majority of all courses are still provided on a part-time basis only, despite an extended provision of full-time options in recent years; about 94 per cent of all TAFE enrolments in 1975 were of persons studying either part-time or by correspondence. Course instruction is provided by a teaching force of more than 9,000 full-time staff and some 16,000 part-time staff. Administration and service duties are undertaken by a non-teaching staff of more than 6,100 employed at TAFE institutions and a further 1,300 employed in the head offices of State TAFE Departments/Divisions. A detailed statement of these and other statistics of TAFE for the year 1975 is given in Appendix A to the Commission's Report for the 1977-79 triennium.
>
> (Para. 1.33)

2.14 The Commission summarised the characteristics of TAFE -

> 3.87 The following characteristics of TAFE are relevant in planning the development of post-school education in Australia:
>
> (a) TAFE is an economical form of post-school education and its facilities can be used intensively.

(5) Technical and Further Education Commission (H.K. Coughlan, Chairman), *Submission to the Committee of Inquiry into Education and Training, 1977*, Government Printer, Canberra.

(b) The major emphasis of TAFE is on the needs of individuals for vocationally oriented education, including the provision of preparatory courses for those not immediately equipped to undertake vocational courses.

(c) TAFE is the largest systematic provider of adult education.

(d) TAFE is the most accessible form of post-school education by reason of its minimal entry requirements, its breadth of courses, and the wide geographic distribution of its institutions.

(e) The expansion of recurrent education opportunities will probably be a key to the readjustment process that will be required in Australian society over the last quarter of this century. The TAFE system has been providing recurrent education for many years. Because of its experience, its broad network of colleges, its well-developed external studies services, and indeed its total ethos, it is logical to expect it to take a major part of the expansion of recurrent education opportunities.

(f) TAFE is not as efficient as it should be. Its capacity to discharge its proper role is reduced by:

(i) inadequate staff preparation and development;
(ii) insufficient effort in curriculum development;
(iii) a lack of appropriate learning materials;
(iv) higher attrition rates among students than the community has a right to expect; and
(v) inflexibilities in organisation and staffing structures.

(Para. 3.87)

2.15 The preceding extracts from Reports of the Australian Committee on Technical and Further Education and the Technical and Further Education Commission indicate some of the philosophies of development which are seen as important if the community is to gain improved educational opportunities after students have left school.

2.16 The Commission noted the description of technical education activities in Western Australia given by the Partridge Committee in paragraphs 3.18 - 3.24. There have been no substantial changes to those activities since that Report was written.

3.18 The Technical Education Division of the Education Department offers technician-level courses apprenticeship and pre-apprenticeship training, general studies programmes (including courses for students preparing for public and other external examinations) and adult education courses (including classes providing leisure-type studies). Instruction is provided in ten major areas of study—agriculture; apprenticeships and post-trade courses; art; building and architecture; engineering (including aeronautical); general studies; health and psychology; home economics; management business and commercial studies; and mathematics and science.

3.19 Institutions under the control of the Technical Education Division are classified in terms of student-hour attendances and, in order of decreasing size are known as colleges, schools and centres. All six technical colleges (Fremantle, Leederville, Mount Lawley, Perth, Wembley and the Technical Extension Service) are in the metropolitan area, as are five of the nine technical schools (Balga, Bentley, Carlisle, Claremont, Midland and Wembley). The eleven technical education centres with full-time officers in charge include seven in the metropolitan area. Eleven metropolitan centres have part-time officers in charge. Country institutions are limited to three technical schools (Albany, Bunbury and Eastern Goldfields); four centres with full-time officers in charge (Christmas Island, Geraldton, Karratha and, at South Hedland, the Pundulmurra Centre); and 66 technical education centres with part-time officers in charge. In addition, in 1975 there were 40 centres offering classes especially for adult Aborigines. With the exception of the Aboriginal education centres the majority of technical education centres are based on the after-hours use of high school premises. The Division has a counselling service which is available to advise students on the selection of courses to assist them in their studies and to provide consultant services to industry and commerce on staff selection and training.

3.20 Technician-level studies are usually designed as diploma or certificate courses for which the minimum entry requirement is the satisfactory completion of three years of secondary education or its accepted equivalent. Although these courses were originally on the basis of part-time study some of them are now also available by full-time study and other part-time courses at these levels are being progressively redesigned on a full-time basis. This means that an increasing number of subjects in these courses are becoming available to part-time students who can obtain day release from their employers to attend classes. Diploma and certificate courses are conducted, wholly or partly at technical colleges and schools, and subjects in the early stages of a number of courses are also available at some technical education centres.

3.21 Vocational courses including apprenticeship training may be taken at technical colleges and schools in the Perth metropolitan area, at the Albany, Bunbury and Eastern Goldfields Technical Schools, and at the Geraldton Technical Centre. In addition there are many adult education courses and subjects related to leisure-time activities.

3.22 The Technical Education Division has a number of evening technical education centres in the metropolitan area and in country towns. Those centres which are usually located in Government school buildings offer those subjects for which there is sufficient local demand and for which suitable facilities and staff are available. The subjects provided fall into the categories of general education, including Tertiary Admissions Examination and pre-diploma subjects, accounting, business studies and commercial subjects, leisure-type activities.

3.23 The Technical Extension Service of the Technical Education Division, through its correspondence study programme, offers a wide range of courses for students who are unable to attend formal classes because of remoteness or individual limitations such as physical disability. In larger country centres, correspondence instruction is supplemented by the provision of study groups, which students may attend for one period a week to do their correspondence work in the local school under the supervision of a teacher who is able to assist in interpretation of material and in the presentation of answers. The technical aspects of this instruction are the responsibility of specialist tutors employed in the Service.

3.24 The Technical Education Division collaborates with two Commonwealth Government authorities, the Department of Labour and Immigration and the Department of Education, in providing courses in the English language for adult migrants. The Division conducts an Adult Aboriginal Education programme which, although designed mainly to develop literacy, also conducts classes in community obligations, home skills, employment skills and leisure-time activities.

(Paras. 3.18 - 3.24)

SECTION 3 : ANALYSIS OF ISSUES

3.1 The majority of submissions received by the Commission on the topic of administration of technical and further education generally did not question the validity of the Partridge Committee recommendations and many assumed that separation of the Technical Education Division (TED) from the Education Department of Western Australia would take place. The recommendations of the Partridge Committee were published in January 1976 and the opportunity had been taken by some to reassess, 12-18 months later, the reasons why the Partridge Committee had recommended such a significant change to the administration of TAFE. Such a reassessment had been made by the Education Department. Its submission was based on the view that, in some respects, the Partridge Committee's analysis of the reasons for separation had been inadequate and further that in the intervening period, the Department had made significant changes in its own organisation in favour of a more functional arrangement of its administration. The Departmental submission consequently posed alternative arrangements for the administration of TAFE which did not involve separation of the TED from the Department.

3.2 In brief the Education Department proposed an integration of many of the functions of TAFE with those of the other sections of the Department on the grounds that

(a) The recent functional reorganisation of the Education Department will allow provision of new services to TAFE.

(b) Regionalisation of Departmental activities will provide a sound base for extending post secondary education into country areas.

(c) Better education will be provided for students under 21 years by closer association of technical colleges with secondary schools.

(d) Overlap between TAFE and secondary schools can be avoided within the Department and some work might be transferred to colleges of advanced education.

(e) Creation of a new Assistant Director-General of Education position and an Advisory Committee on Technical and Vocational Education will have benefits for both TAFE and secondary schools.

(f) A single organisation can avoid problems that separation might create.

3.3 Examples of the problems associated with separation would be

(a) Problems that arose when teachers colleges became autonomous such as questions of overall responsibility, duplication of services, transfer of staff and increased salary costs.

(b) Competition for funds between TAFE and the Education Department.

(c) Recruitment of staff especially in maths and science at matriculation level.

3.4 Consequently a review of the case for separation was undertaken by the Commission.

The Partridge Committee Report

3.5 A recapitulation of paragraphs 5.5 to 5.23 of the Partridge Report indicated that in recommending separation the Committee did not rely heavily on the argument that access by the Director of Technical Education to the Minister through the Director-General of Education tended to place technical education in a subordinate position in relation to primary and secondary education, nor on the argument that because technical education had to take its chance in the allocation of a common State Education budget, technical education had been at a financial disadvantage. The Committee had been more interested in considerations of a different order.

3.6 The Partridge Committee stated these considerations in paragraphs 5.8 - 5.16 -

> 5.8 In exploring this issue we are more interested in considerations of a different order. There are some quite basic differences between the nature of technical and further education and that of primary and secondary education. Some of the most important differences concern the nature of the students, the nature of the courses offered, the nature of the teachers, and the fact that the technical education is essentially concerned in much of its activity with recurrent education. We think that the importance of this last consideration will become increasingly apparent in Chapter 6 when we deal with the role of technical and further education in the process of decentralizing or diffusing post-secondary education throughout the State.
>
> 5.9 Technical and further education students are mainly adults and, for the most part, they are wage earners studying part-time. They are enrolled because they have chosen to undertake further studies; and in most cases, they have chosen studies which they expect will benefit them in some occupation. They are not members of a "captive audience" but have reached the age of economic independence, and expect a definite outcome from their years of study. For these reasons, they require a different approach to teaching from that which would normally be appropriate for primary and secondary school children; and, of course, there has to be a different structure of authority.
>
> 5.10 We have already spoken of the very great diversity of courses, and levels of teaching, which technical education must embrace. Because of this, and the diversity of students also, curriculum construction for technical education is a complex matter, and determining the content, structure and duration of courses requires a keen sensitivity to the advice available from potential employers, unions, professional organizations and educators. Procedures for the construction of courses must be flexible and teachers must be skilled in adapting teaching to the needs and personal qualities of students.

5.11 Primary and secondary teaching is done mainly by full-time teachers whose experience, in most cases, has been almost wholly within the sphere of education as students and teachers. For most primary and secondary teachers, teaching is their first and only occupation, and they deal with students younger and less experienced than themselves. By and large, the body of technical teachers is of a different character. Many of its members have had experience in industry, commerce or government before taking up teaching; and many of them have been and are as much identified with the practice of some other skill as they are with the practice of teaching. In many cases they find themselves teaching students who are older than themselves.

5.12 Technical education is usually a form of recurrent education. It is not necessarily or predominantly concerned with giving its students, in one continuous period of education, all that teachers and administrators think will be necessary for their future lives. It has to provide courses which may be needed at different stages in the lives of individuals and which will be available for their choice. Thus, it has to be able to provide a wide range of offerings for students of various ages; and it must be capable of meeting rapidly changing individual and social demands. It is a sector of post-secondary education that has to operate in a much more complex and more fluid environment than is the case with primary and secondary education.

5.13 These differences, both in the nature and in the conditions of technical education on the one hand and primary and secondary education on the other, lead us to doubt the wisdom of continuing to promote and administer the two fields of education within a single department. The development and control of primary and secondary education is itself a very large responsibility; and technical education (at present involving some 100 000 students in Western Australia) is no small enterprise. We understand that a certain measure of administrative separation has already taken place; the Division operates in separate offices from those of the Education Department and has its own clerical and administrative personnel. But this is a minor matter. We are concerned with the future development of technical education, and with the generation and implementation of the policies and ideas that ought to inspire and guide its growth.

5.14 It has been argued that inclusion within the Education Department has involved some restrictions on the Technical Education Division. It has been put to us that there are difficulties in the application of some regulations which have been framed primarily to suit the needs of primary and secondary education. As we have implied, technical teachers are distinctive with regard to modes of recruitment, provisions for training, certification, and also with regard to maturity, pre-service experience and expectations concerning appropriate salaries. It has been suggested to us that they need separate regulations and procedures appropriate to their own needs and duties.

5.15 The arguments we have set out in the preceding paragraphs seem to us to have considerable force. On the other side it has been argued that Technical Education has expanded considerably during recent years and that the number of new institutions which have been established has matched proportionately the number that has been established in other divisions. Furthermore, in spite of the acknowledged constraints resulting from an operation carried out under regulations which apply to primary and secondary as well as technical education, the Technical Education Division is efficiently administered and there is no guarantee that this efficiency would improve under any other form of administrative control. Our attention has also been drawn to the fact that the establishment of the W.A. Institute of Technology and the granting of autonomy to the five teachers colleges led to a very steep rise in administrative costs and it would seem inevitable that a similar increase in expenditure would occur with the separation of the Technical Education Division from the Education Department.

5.16 This suggests an important general question—whether technical education should be considered in relation to primary and secondary education or rather in relation to other sectors of post-secondary education. We assume that the Technical Education Division and the sections of the Department dealing with primary and secondary education share many administrative services, and that therefore separation would involve for a time some administrative disturbance and reconstruction. At present, because of the more or less unified teaching service, many technical teachers are recruited from primary and secondary education (although there appears to be virtually no movement in the other direction); and considerable use is made of secondary school premises for conducting technical education classes in the evening.

3.7 The Report then stated in para. 5.17 that it was impossible to reach a decision about separation from the Education Department without considering what form of government of technical education might replace administration within the Department. The Committee considered two alternatives, a department or a statutory authority. This issue was then examined in more detail in these terms -

5.18 Our view on this issue is based on what we believe is the part that technical and further education should play in the future development of post-secondary education in the State. We say more about these conceptions in Chapter 6; here we refer to some of the essential points. Briefly, as we have already suggested in Chapter 2, we see technical and further education as playing a most important role—in some respects a path-breaking one—in the education of adult students. On the assumption that an increasing number of adults will in the future be seeking opportunities for further and recurrent education—in order to acquire or upgrade or update vocational qualifications; to do the study necessary to enable them to resume their formal education in a tertiary institution; to gain knowledge and skills necessary for the pursuit of hobbies or other leisure activities; to pursue personal intellectual and social interests; or to join classes to enable them to follow intelligently political, social and cultural changes—we are of the opinion that what has hitherto been conceived more narrowly as technical education will acquire still wider and more diverse tasks. We have argued elsewhere in this Report that we expect that there will be a growing demand, especially in areas remote from the large cities (but not only there), for a rather different type of institution from the universities and colleges of advanced education—comprehensive in its range of activities, open and flexible, willing to provide for students with a very wide spread of interests, needs, initial qualifications and abilities, and therefore alert and enterprising in identifying needs and opportunities and in making provision for them. In our meetings with individuals and groups in country areas, we have been interested to discover how widely this kind of conception, often somewhat vaguely glimpsed, has begun to work in the minds of people concerned about the improvement of post-secondary education.

5.19 How effective these needs and demands will prove to be during the next few decades is, of course, a matter of speculation; but it will in part depend on the imagination and initiative of education authorities in going part-way to meet them. The main point we wish to make is that technical and further education cannot, in any case, be regarded as being a routine operation dealing with well-defined and familiar areas and forms of study (such as the training of apprentices and technicians). These functions will be no less important than in the past, but there will be others which will challenge the capacity of administrators for educational, institutional and administrative innovation.

5.20 It seems clear to us that technical and further education must be conceived as being part of post-secondary education. It is concerned mainly with the education of adults; and, if recurrent education becomes steadily more prominent, it will accommodate a still more diverse adult student population. Its operations will at many points impinge upon, or be related to, the activities of other post-secondary institutions, especially colleges of advanced education; and planning for student places for the 16 to 19 age-group and for older students, the planning of courses, and decisions about the allocation of funds within the post-secondary area must take account of the institutions of technical and further education as well as the universities and the colleges of advanced education. This appears to us to be a more rational context within which to plan the development of technical and further education than in relation to primary and secondary education.

5.21 All these considerations incline us against a departmental form of organization and authority. Flexibility and community influence and participation are important, especially in this branch of post-secondary education. We feel that departmental control would meet all the desired conditions less easily than another form of organization. A government department would place considerable power of decision in the hands of one person—the director—as the executive head of the department and adviser to the Minister. Admittedly, this arrangement can secure tight and responsible control. On the other hand, if technical and further education were under the control of a council established by statute and also responsible to the Minister in the last resort, members of the community selected for their knowledge of, and interest in, education in its relation to commercial, industrial and social needs could be directly and continuously associated with the working out of broad policy. There still must be a director of the system—a chief executive officer—but his powers and control would be moderated by the views of his council; and the chairman of the council would provide strong assistance and support, and could play a distinctive role as another person the Minister might consult.

5.22 If the technical and further education system is to be conceived as an integral part of the wider system of post-secondary education, its operations and development would need to come under the co-ordinating authority of the W.A. Post-Secondary Education Commission. We have referred above to areas in which co-ordination will be called for. If the situation of the technical and further education sector is parallel with the other sectors of post-secondary education (that is, not directly controlled and administered by Government), we believe that this will enhance the Commission's ability to achieve coherent planning and co-ordination. We do not question the Minister's right to seek implementation of major policies supported by the Government; and we do not think that the structure we are outlining would prevent this from happening.

5.23 For reasons we have set out in this section, we have reached the conclusion after considerable thought that, if technical and further education is to fulfil the expectations we have for it as part of the system of post-secondary education, it is essential that it should be set up as an independent statutory authority. We recommend that it be set up in the following manner.

Recommendation 5.1

The Committee recommends that the Technical Education Division should be removed from the control of the Education Department and that a statutory body be set up to be known as the Technical and Further Education Authority, which, through its governing council, should be responsible for development and administration of technical and further education in the State. The composition of the Council should be as follows:

The Chairman (part-time) to be appointed by the Governor.

Ex-officio members:

The Director of the Technical and Further Education Authority.
The Director-General of Education.

Members appointed by the Minister for Education:

Five members selected for their qualifications, interest or experience in technical and further education or other branches of education related to technical and further education.

Two members representative of trade union or other desirable organizations.

Two members representative of employer organizations.

Two members nominated by that organization which represents the teachers employed by the Council.

One member who shall be a principal of one of the institutions within the control of the Council.

The members should be appointed in the first instance for varying periods so as to ensure rotation and overlapping of membership.

Recommendation 5.2

We recommend that, subject to the powers of the W.A. Post-Secondary Education Commission, the functions and powers of the Council should include the following:

(a) To plan, co-ordinate and administer the technical and further education system in Western Australia.
(b) To provide suitable opportunities for those seeking technical and further education.
(c) To collaborate with other post-secondary institutions in the State, including the provision of external studies.
(d) To advise the Minister for Education and the W.A. Post-Secondary Education Commission on capital and recurrent expenditure needs for the technical and further education system.
(e) To consult with the institutions under its control regarding their annual estimates and determine overall budgets.
(f) To delegate to institutions such of its financial and planning powers as it considers necessary for their effective operation.
(g) To advise the Minister and the W.A. Post-Secondary Education Commission concerning the establishment of new technical institutions.
(h) To prepare and approve architectural briefs for capital works and supervise construction programmes except where specific delegation to an institution is determined.
(i) To approve and develop, as required, technical and further education courses.
(j) To accredit and register courses in technical and further education.
(k) To arrange for the conduct of examinations and the award of certificates.
(l) To employ and set the conditions of employment for staff within the technical and further education system.
(m) To be responsible for ensuring the professional development of teaching and non-teaching staff.
(n) To establish apprenticeship courses in association with the Western Australian Industrial Commission. *

* Now the WA Industrial Training Council.

Each of these matters will now be discussed in relation to submissions received and developments elsewhere.

The arguments for separation

3.8 There were several issues which the Partridge Committee mentioned without placing great weight on them in reaching their recommendations. Others were more substantive and germane to the argument. In summary, the major points might be listed as including the following -

(a) Basic differences between TAFE and schools exist and the importance of TAFE in recurrent education will increase these differences.

(b) There is a need for greater sensitivity to advice from outside bodies and skill in adapting courses and teaching to the students.

(c) Recurrent education provisions require a more complex and fluid environment for TAFE.

(d) The size of operations of TAFE associated with the need for generation and implementation of policies and ideas to inspire and guide its growth favours separation.

(e) There is a need for special regulations and procedures appropriate to TAFE.

(f) The concept of TAFE is far wider than technical education, and TAFE has a particularly important role in extending post secondary education. There is need for educational, institutional and administrative innovation.

(g) TAFE impinges on other post secondary education institutions, especially colleges of advanced education, and planning for higher education must take account of TAFE. This appears to be a more rational context within which to plan TAFE than in relation to primary and secondary education.

(h) Separation will enhance the ability of WAPSEC to coordinate and plan post secondary education.

3.9 The "minor" and "major" points are discussed in paras. 3.10 to 3.61.

Access to the Minister by the Director of Technical Education

3.10 The Education Department in its submission to the Commission agreed with the Partridge Committee's assessment that the question of the access of the Director of Technical Education to the Minister for Education is not a significant argument for separation. The Department suggested that the Director's access is much greater in practice than might be inferred from the formal structure, particularly when matters of policy are under consideration and when issues involving Commonwealth financing and involvement need clarification and approval.

Differences in the nature of students and of teachers in technical and further education and primary and secondary education

3.11 These differences as described in the Partridge Committee Report do not appear to be a subject of contention. The Education Department accepts

the views in the Report that there are significant differences between the respective groups of people. However the Education Department argued that these differences have always been recognised and catered for adequately and effectively within the existing structure of the Education Department. Further, Years 11 and 12 of secondary school are not compulsory. Why should not students in these years suffer the same disadvantages as those in the Technical Education Division if close association with compulsory education is a disadvantage?

3.12 The Departmental view was challenged by the Teachers' Union which pointed out that both the Union and the Director-General of Education must be constrained by the need to apply certain general rules across the whole teaching service. Changes in one area could cause precedents for other areas of teaching.

3.13 The Commission noted that these differences of views between the Education Department and the Union were not critical to the Commission's consideration of the future administration of TAFE, nor was the Departmental view that differences in the kinds of students involved did not itself call for separate authority structures.

The great diversity of courses and levels of teaching

3.14 The present responsibilities of the Technical Education Division are diverse and range considerably in the levels of conceptual and practical skills demanded. The efficiency of the present administration in these activities was acknowledged in the Partridge Report and the Education Department's submission.

3.15 The Education Department claimed that the diversity was not necessarily more than the result of history or convenience rather than of educational considerations. It was suggested that the criterion for distinguishing technical level courses should be based not on age but rather on the educational level of the courses. The Education Department indicated that it would review the placement of courses in technical education if the TED remained as part of the Department or, if the TED were separated, that WAPSEC should examine the placement of courses.

3.16 The Commission's attention was drawn to the problems of defining a sector of education in other than institutional terms or by exclusion. The first ACOTAFE Report (1974) stated there appeared to be no compelling reason to seek a definition of technical and further education.

"1.17 The Committee ... prefers simply to describe the activities of technical and further education as presently practised in Australia. The practice is wider than described ... (earlier) ... and is that education by means of which the individual can :

(a) acquire or make progress towards acquiring, by full time or part time studies, assessable occupational qualifications involving mental, manual or social skills; and/or

(b) acquire or seek to acquire, usually on a part time basis knowledge or skills for secondary, additional, or supplementary occupational purposes, or for the purpose of personal development or enrichment, or to utilise leisure creatively."

3.17 The Western Australian Post-Secondary Education Act, 1970-1976 contains the following interpretation of post secondary education -

""post-secondary education" means all those activities that are concerned with people who seek further education beyond the age of compulsory schooling and outside the institutions of secondary education and includes a form of education declared under section 23 to be post-secondary education for the purposes of this Act."

This interpretation is based on the Partridge Committee's definition of post secondary education which appears at paragraph 8.5 of the Partridge Report.

3.18 The Commonwealth Tertiary Education Commission Act, 1977 defines TAFE as follows -

""technical and further education" means education provided by way of a course of instruction or training that is, or that is preparatory to, a course of a kind relevant to a trade, technical or other skilled occupation or that otherwise meets educational needs, not being -

(a) education provided at a university or at a prescribed Commonwealth institution;

(b) education provided at a college of advanced education, other than education provided by way of a course declared by the Commission, by resolution, not to be a course of advanced education; or

(c) primary or secondary education provided by way of a full-time course in a school."

The only distinction between this and the WAPSEC Act's interpretation is the more specific reference to exclude full time courses in secondary schools. By inference TAFE includes part time study in such schools. This fact is recognised in Commonwealth grants to Queensland, New South Wales, Victoria, and Western Australia where the teaching load of classes for part time students held in secondary schools is assessed in the calculation of TAFEC grants.

3.19 Partridge's analysis of the problem was stated succinctly in paragraphs 5.3 and 5.4 of the Committee's Report.

> **Technical education as a component of post-secondary education**
>
> 5.3 Throughout this Report we treat technical education as being one of the three major sectors of the system of post-secondary education. However, the work of the Technical Education Division ranges widely in educational level; it is therefore necessary for us to indicate our view of what parts of the work of the Technical Education Division should be accepted as falling within post-secondary education. Taking academic level alone, some of the teaching in technical schools or centres is similar to what is done in primary or secondary schools. For example, teaching illiterate adults to read or conducting a course in mathematics for the Tertiary Admissions Examination does not differ in educational level from primary or secondary teaching. At the other extreme, some of the sophisticated engineering, science or accounting studies are closely comparable to courses in colleges of advanced education. There are other study areas which are unique to technical education and have no counterparts in either colleges of advanced education or primary or secondary schools.
>
> 5.4 One characteristic of all the work of the Technical Education Division is that its institutions enrol only those students who are above the age of compulsory school attendance; it is therefore concerned mainly with the education of adults. We recognize that there are areas of overlap in some courses with the senior years of secondary education and with courses in areas such as commercial studies. However, an attempt to isolate, on edcuational or administrative grounds, certain parts only of technical education as being post-secondary would produce some problems; and from the point of view of policy and organization, it seems to us that the decisive criterion is the fact that technical education is concerned with adult students. Our view, that all technical education should be regarded as part of post-secondary education, is consistent with the decision that all the current teaching of the Technical Education Division is eligible for supplementary funding on the recommendations of the Technical and Further Education Commission of the Commonwealth Government.

For the Commission to diverge from that Committee's recommendations would cause a number of problems to arise.

3.20 For example, to transfer the preparatory (such as Tertiary Admission Examination (TAE) subjects) and adult education courses to secondary schools would have educational and administrative implications. The proponents of retention of these types of work as the responsibility of TAFE pointed out that there were benefits in having a comprehensive range of courses offered at a particular location. The hobby type courses attracted some people whose interest was then aroused in more formal credit courses. Several members of one family could enrol at the same centre with say a parent undertaking an adult education class and a son or daughter studying a credit subject. The Counselling Service had repeatedly observed that a student who embarked on an "interest type"

course frequently responded with heightened motivation and self confidence, and with subsequent search for alternatives that would enhance income earning potential, occupational flexibility or mobility, particularly in country areas, where there were benefits in having a single outlet or contact point for the variety of courses available. This had been stressed in the Partridge Committee Report. To divide responsibility for some of the present Technical Education Division classes between the secondary schools and either the continued Technical Education Directorate as proposed in the Education Department submission, or a new TAFE Authority, would add to the complexity of providing a comprehensive range of post school activities in country areas. Officers in charge of evening technical schools pointed out that in the metropolitan area, arrangements would be needed to deal with a variety of TED certificate/ diploma subjects now administered and taught within evening technical schools operating in secondary school premises and for subjects which would be offered in future years.

3.21 Some of the Certificate and Diploma courses of the TED utilised particular Tertiary Admission Examination subjects within their structure, or were accepted as standard exemptions for specific subjects. This TED approach had led to economies and a more widespread availability of these subjects. The TAE subjects could be taught using high school facilities by part time staff drawn from secondary schools and avoid greater evening loads on technical college staff and resources. For many students, study of these subjects retained options for them including school certification and/or tertiary admission as well as further study in TAFE. These subjects were examined internally by the TED as well as by the Tertiary Institutions Service Centre. If these subjects were transferred to secondary schools then new arrangements would have to be made for these examinations if students were not to be inconvenienced.

3.22 More intangible effects would be associated with the ability of the secondary schools to cope with a distinctly different clientele. For a number of people, the atmosphere of a technical college has many attractions. The Commission received a number of submissions from persons closely associated with adults seeking entry to higher education institutions, especially the University of W.A. These persons made a plea for retention of full time matriculation studies in the context of technical colleges "set up to meet the needs of adults and so that it 'won't be a matter of going back to school'."

3.23 Research carried out in five European countries supporting the frequently claimed view that for many people secondary schools are not likely to attract the more disadvantaged into re-entering education was cited in a Background Report on "Learning Opportunities for Adults" prepared for the Education Committee of the Organisation for Economic Co-operation and Development (OECD) in 1975.

> "(i) Many workers' experience of full-time compulsory schooling has led them to believe that they are incapable of learning and made them unwilling to submit themselves again to the humiliation of being unsuccessful learners.
>
> (ii) Some who had a fairly successful school record in terms of academic achievement found the school situation unsympathetic - either the discipline, the teacher-taught relationship, the content of studies, or the methods employed. They have no wish to continue education, which they expect to be a repetition of their school experience."

There appears no reason to doubt the applicability of these statements to the Australian scene.

3.24 Transfer of preparatory and adult education classes to secondary schools would pose difficulties in an administrative sense and for staff, students and physical accommodation. For example, present Tertiary Admission Examination teachers in the TED are not solely engaged on TAE work and could not be readily transferred to secondary schools without being replaced in technical colleges. A number of the TED staff likely to be involved in such a move petitioned the Commission against such a transfer. As the numbers of full time TAE students were high at both Fremantle and Leederville Technical Colleges (127 and 528 respectively), new capital facilities would be inevitable. Certainly the technical colleges could use the accommodation released by this transfer (or in the case of Fremantle, could close a substandard annexe of the College). However as submitted by a number of independent people associated with the counselling of adult students, this proposal would be to the disadvantage of the students, and would involve considerable extra costs for staff and capital works. In the case of part time TAE students, 1976 enrolments in the TED were 5,928 including 1,471 external studies enrolments. Clearly if the secondary schools took over responsibility for these subjects a major expansion in the WA Correspondence School would be required to cope with the external enrolments. The part time enrolments in technical colleges (e.g. over 1,300 at Fremantle and Leederville alone) would require facilities in high schools. Changes of location could be particularly inconvenient to students with a mixed TED/TAE program.

3.25 As far as this Commission is concerned the definition of technical and further educationin the Commonwealth Tertiary Education Commission Act, 1977 means that courses transferred to the secondary schools would still be TAFE courses under that Act and this Commission would still be required under its Act to advise the State Government, the Education Department and the Commonwealth TAFE Council and Tertiary Education Commission on the funding and development of these courses.

3.26 Beyond the examination of the present provisions of the TED, the Commission looked at the possible developments in the future. Having a comprehensive service available through TAFE (although not necessarily an exclusive right to all areas) would be significant in expansion of post secondary education in the country and in the development of recurrent education which the Commonwealth Department of Education's paper to OECD defined in these terms -

> "... 'recurrent education' is a strategy embracing conventional post secondary education, on the job training and adult education in a general and liberal sense..."

3.27 Partridge referred to these new developments in Chapter 2 and Chapter 6 -

> 2.19 It is important at the outset to draw attention to the broadening conceptions of technical and further education which have come to the fore in educational thinking in recent years, and to their relevance to some of Western Australia's problems. The broader view now taken of the possible functions of technical and further education is partly connected with the emphasis given in current educational thinking to notions of recurrent and lifelong education. The process of education, it is argued, should not be thought of as ending when the period of continuous formal teaching ends. Education should rather be seen as involving repeated renewals or recurrences of periods of education which, in the case of many persons, may continue throughout life. Many educational and social thinkers now assert that the future conditions of work and of social life will require, for many people, recurrent refreshment or upgrading of vocational occupations, or retraining for changes in occupations. The speed of technological change will necessitate better opportunities for retraining, and, in any case, individuals should have ample opportunity to train for fresh occupations. Moreover, a community which is better educated and has more leisure may well look for better opportunities than they have had in the past to venture beyond an initial training or education for the sake of personal satisfaction and development; many may wish to cultivate skills or intellectual interests apart from those by which they earn their living; and many may want to improve their understanding and appreciation of political, social and cultural life.
>
> 2.20 If the demand for recurrent education should increase, as many think it will, most post-secondary institutions will have roles to play. A more broadly conceived technical and further education sector especially should discover greater and often novel opportunities and responsibilities. Because we think that it could be called upon to assume extended educational functions, and, in doing so, to display a great deal of initiative and imagination, we have thought it necessary to propose the reorganization of its administration in this State.

2.21 We would expect a widening demand for some forms of teaching which are less formal and less directed towards the acquisition of marketable qualifications than the universities and colleges of advanced education would care to undertake. There may be a demand for courses less advanced and extensive than those offered by other post-secondary institutions. In our visits to country centres, the need and demand for such courses were often stressed. We found that there exists in Western Australia, as in other parts of the continent, a new interest in an institution of the community college type, a type almost wholly untried in this country. As the community college is now conceived (we discuss it in detail in Chapter 6), most of what it would do would fall within the area of teaching at present carried on within Western Australia under the auspices of the Technical Educational Division. In our view, the future development of new institutions of that kind would be a responsibility of a technical and further education authority.

6.10 We regard the technical schools as key elements in the decentralization of post-secondary education in the formal sense. Elsewhere in this Report we recommend that the technical college system be detached from the Education Department and administered by a newly created statutory body (Chapter 5). The technical schools in country centres already offer a substantial range of courses, although with an emphasis on the training of apprentices. We urge that there be a steady extension of the technical school system in the country and further diversification of their course offerings. The next stage of development, we believe, should be the evolution of selected country technical schools into comprehensive colleges resembling those known as "community colleges" in this country and overseas. In the next sections we describe the essential features of the community college as it has developed in North America.

6.16 Comprehensive community colleges cannot be created overnight. However, we believe that opportunities should be taken, however slight, to modify existing country technical schools to provide for greater community involvement in their activities. New technical schools should also be planned in a way that provides facilities for local community activities and that could be a nucleus for subsequent development into a community college. Thus, as well as the facilities that are normally found at present in these schools, the addition of one or two seminar or meeting rooms would provide a home for the activities of local cultural groups and for adult education classes, as well as for teaching in its more formal aspects. Furthermore, we regard the provision of centres for extra-mural studies in the technical schools as essential to the further development of extra-mural studies. It must also be remembered that, even with the maximum conceivable development of technical and comprehensive colleges in the country, there will be a number of rural communities that will be outside easy commuting distance of the nearest college, and that for some time will not have the population to justify a college of their own. Thus we urge that consideration be given to the establishment of a residential facility in association with each country college. For reasons of cost, such a facility would need to be simple in its appointments; but it could be a valuable amenity for apprentices attending "block release" courses for a few weeks, or for those attending other courses, seminars or discussion groups of short duration.

3.28 In general, submissions to the Commission did not discuss these concepts in any detail. The most questioning was as to whether technical colleges should be the, or the only, base from which the community college should emerge.

3.29 The sub-committee accepted the view of the Partridge Committee that all work of the Technical Education Division should be regarded as part of post secondary education and that in any new administrative arrangements for TAFE, the present grouping of TED work should remain under the one administration. Such action would not deny coordinated development of some adult education in other institutions such as that which already exists at the University of Western Australia, nor should it prevent secondary schools allowing adult students to enrol in their classes.

3.30 Taking into consideration the possible transfer to colleges of advanced education of some courses mentioned (viz. in general studies, health and psychology, management, business and commercial areas), it is clear that present Commonwealth financial arrangements would not recognise these courses as "approved" in terms of the Commonwealth State Grants (Advanced Education Assistance) Act 1976, and that 100% Commonwealth funding would not be forthcoming, especially with Government Guidelines laying down fixed levels of financial support for advanced education and placing restrictions on student intakes. Evidence is available that the salary costs of staff in colleges of advanced education exceed those of staff in the Technical Education Division and that the expectations of facilities in colleges of advanced education are far beyond the expectations in technical colleges. This does not deny the need for upgrading of technical college facilities nor does it decry the higher standards of accommodation available in many colleges of advanced education. One example of such expectations is the provision of individual staff studies in colleges of advanced education. Others relate to teaching loads and other conditions of service such as sabbatical leave. The costs of such a transfer would be high in staffing and capital project costs and would have to be borne by the WA Government.

3.31 The Department's submission did not tackle the question of the future deployment of full time technical education staff in the areas that might be affected if any such transfer were to take place. Many problems could arise for staff and administration of colleges of advanced education and/or the Education Department if TED staff were transferred to a college of advanced education on a compulsory basis or if the present procedures of competitive advertisement were used as a basis for recruitment of staff. The impact on the people concerned (students as well as staff) would be considerable.

3.32 The sub-committee rejected, in the broad sense, the possibility of such a shift of responsibility from the TED. Notwithstanding this, the Commission will consider isolated examples of placement of particular courses when it is appropriate.

The size of the operations of the Education Department

3.33 In paragraph 5.13 of the Partridge Report, attention was drawn to the very large responsibility the Education Department has for the development and control of primary and secondary education and the fact that technical education is also a large organisation. Changes in the administrative arrangements within the Education Department have been made to provide a more effective framework for the operations of the Department. The Education Department's submission argued that its functional organisation, its initiatives in regionalisation, and its proposed measures to give greater autonomy at the institutional level could be extended to the Technical Education Division with consequential benefits for both technical colleges and secondary schools.

3.34 The financial figures provided to the Commission by the Education Department showed that in 1976-77 it was estimated that recurrent expenditure on primary and secondary schools totalled about $159 million and on technical education about $29 million. The TED Budget was about the same as that of the Western Australian Institute of Technology (WAIT). It was nearly double the total budget of the five teachers colleges. In 1976 there were 24 technical colleges and 144 other centres. The total number of personnel employed in 1977 in the TED was 4 445 comprising 1 061 full time teachers, 2 660 part time teachers and 724 non-teaching staff. Corresponding staff numbers employed at WAIT included 619 full time academic and 880 non academic staff. Individual student enrolments in technical education in 1976 totalled over 97 000. By comparison, a separate Department of Technical Education was created in 1949 in New South Wales when the enrolments (excluding external student enrolments) totalled 58 606. In South Australia the Department of Further Education was created when enrolments were about 65 000.

3.35 The complexity of the administration of the TED by comparison with other post secondary education sectors is compounded by the large number of locations where classes are offered, the extremely diverse subject disciplines covered and the variety of attendance patterns available.

3.36 A number of reports, such as the background paper "Transition from School to work or further study" prepared by the New South Wales Teachers' Federation (1976) for an OECD review of Australian education, have highlighted the problem of dealing with those who might otherwise be early school leavers and those for whom vocationally oriented courses at secondary level are more appropriate than traditional offerings. Would the separation of the TED significantly reduce the opportunities for this type of development? The Education Department has been extending its range of vocationally oriented courses in secondary schools. Other options available to the Education Department would appear to be to encourage some secondary school students to leave such schools and enrol full time in technical colleges or to develop in conjunction with the TED "link" courses proposed by and funded through the Commonwealth Technical & Further Education Commission following the UK pattern (i.e. of study in high schools being carried out in conjunction with attendance at technical colleges). The expertise from the TED should be available to the secondary schools no matter whether the TED is part of the Education Department or a separate organisation. It is understood that this has been arranged in South Australia between the Education Department and the Department of Further Education. Questions of unnecessary duplication between various parties do arise. If this Commission were to recommend a separate administration for TAFE, new course developments would be monitored and discussed more widely to minimise such problems.

Responsiveness to the community

3.37 The Partridge Committee was conscious of the need for TED administrators and teachers to have a keen sensitivity to the advice available from potential employers, unions, professional organisations and educators. The Education Department in its submission stated that the present Regulations provided for the establishment of professional, trade and other Advisory Committees to advise the Director of Technical Education and claimed that the Partridge Report did not make any judgment on the ways in which the proposed TAFE Authority could provide a superior approach to this aspect of technical education. In a later submission, the Education Department proposed the establishment of a Technical and Vocational Committee to advise and comment on technical and vocational education.

3.38 There is a difference between the present and proposed structures for advice within the Education Department and that suggested in the Partridge Report. The TAFE Authority as described by Partridge would be governed by a Council. The Council would not be advisory. The Director of TAFE could

not ignore decisions made by his Council. The Council's functions and powers as proposed by Partridge are contained in Recommendation 5.2 -

Recommendation 5.2

We recommend that, subject to the powers of the W.A. Post-Secondary Education Commission, the functions and powers of the Council should include the following:

(a) To plan, co-ordinate and administer the technical and further education system in Western Australia.

(b) To provide suitable opportunities for those seeking technical and further education.

(c) To collaborate with other post-secondary institutions in the State, including the provision of external studies.

(d) To advise the Minister for Education and the W.A. Post-Secondary Education Commission on capital and recurrent expenditure needs for the technical and further education system.

(e) To consult with the institutions under its control regarding their annual estimates and determine overall budgets.

(f) To delegate to institutions such of its financial and planning powers as it considers necessary for their effective operation.

(g) To advise the Minister and the W.A. Post-Secondary Education Commission concerning the establishment of new technical institutions.

(h) To prepare and approve architectural briefs for capital works and supervise construction programmes except where specific delegation to an institution is determined.

(i) To approve and develop, as required, technical and further education courses.

(j) To accredit and register courses in technical and further education.

(k) To arrange for the conduct of examinations and the award of certificates.

(l) To employ and set the conditions of employment for staff within the technical and further education system.

(m) To be responsible for ensuring the professional development of teaching and non-teaching staff.

(n) To establish apprenticeship courses in association with the Western Australian Industrial Commission. *

* Now the WA Industrial Training Council.

3.39 The Partridge Committee went further to encourage the delegation of some powers from the Council to particular institutions or local or regional councils.

> 5.24 The Council should be empowered to delegate some of its powers. It is likely that institutions constituting the Technical and Further Education Authority will vary in the nature of their operations and in the experience and expertise available to those administering the institution. The management of some institutions may be assisted by the creation of a local or regional council for the institution. Our discussions with members of advisory committees of technical schools in several country towns have indicated the merits of this form of community participation. The Council may consider the advantages of devolution of responsibilities as the local committee and senior administrative staff demonstrate capacity to handle delegated powers. An alternative to the establishment of formal college councils for country institutions would be the creation of councils to serve a region. There are some practical difficulties in this latter proposal (for example, the question of determining the boundaries of regions), and also with regard to the applicability of the college councils to the metropolitan area. However, these are matters of detail which it is not our province to explore; they would be better studied and determined by the Council.

It is claimed that such mechanisms would be likely to achieve more accountability to more people in general than would an advisory committee type structure. The separation of the TED might assist the Education Department in overcoming the Treasury and audit aspects which apparently inhibit its program of increasing autonomy for its institutions. Certainly the separation of WAIT from the TED in 1966, and the teachers colleges from the Education Department in 1973, were accompanied by necessary legislation to enable such matters as Treasury and audit controls to be satisfied.

3.40 The Partridge Committee saw flexibility and community influence and participation as important especially in TAFE.

> 5.21 All these considerations incline us against a departmental form of organization and authority. Flexibility and community influence and participation are important, especially in this branch of post-secondary education. We feel that departmental control would meet all the desired conditions less easily than another form of organization. A government department would place considerable power of decision in the hands of one person—the director—as the executive head of the department and adviser to the Minister. Admittedly, this arrangement can secure tight and responsible control. On the other hand, if technical and further education were under the control of a council established by statute and also responsible to the Minister in the last resort, members of the community selected for their knowledge of, and interest in, education in its relation to commercial, industrial and social needs could be directly and continuously associated with the working out of broad policy. There still must be a director of the system—a chief executive officer—but his powers and control would be moderated by the views of his council; and the chairman of the council would provide strong assistance and support, and could play a distinctive role as another person the Minister might consult.

Costs of separation

3.41 In paragraph 5.15 the Partridge Committee acknowledged that it would seem inevitable that separation could lead to an increase in administrative costs. The Education Department's view was that the costs would be very substantial. Separation would

> "necessitate immediate and long-term increases in administrative staffing, and detailed planning and analysis would be needed to indicate the extent of these increases. With separation, the formation within the Directorate of branches reponsible for major areas of its administration would become necessary. Whether the control of these branches would be allocated to professional or non-professional personnel would be a matter for future decision. However, a number of senior positions would need to be created. The staffing of such sections as records, salaries and accounts, transport, staffing, planning and statistics and aspects of general administration would need to be extended or duplicated to cater for the needs of a separate organisation. The administrative difficulties and financial costs involved in the establishment of these services would not be inconsiderable. It is doubtful whether the increases in staffing necessary to establish a separate technical authority would be correspondingly offset by reductions in Education Department staffing. Those aspects of technical administration which would be transferred form only part of the duties of officers now involved in those areas."

3.42 At the request of the Commission the Education Department supplied "an estimate of the staff required to administer a separate Technical Education Department." The information stated that there were at present 11 Public Service positions devoted to TED administration and a further 17 positions would be required. The Education Department's estimate of the costs involved was just over $260 000 which represented an increase of about $163 000 on "existing staff". As stated by the Department-

> "To the costs indicated would have to be added payroll tax, loadings for long service leave and short leave etc. No attempt has been made to cost further intangibles such as accommodation, equipment, furniture, telephones, power, stationery etc."

3.43 In response to the same request, senior officers of the Technical Education Division supplied considerable detail of the possible structure of the central administrative staff including professional as well as clerical staff. Their proposals also envisaged a staging of the creation of the new organisation which would involve for some limited period a continuation of certain services provided by the central Education Department administration but debited against the new organisation's budget. The transition, they claimed, could be accomplished with a minimum of disturbance by the staging period.

3.44 The TED assessment was that two senior positions in the professional area should be designated - one to be responsible for what were called "Resources" and another for "Operations". One extra professional person should be appointed and the salaries of the Director and Assistant Director should be raised to reflect their new responsibilities. On the clerical side the equivalent of 9 extra staff would be needed to establish separate operations. The TED estimates of the cost of the professional staff and public service staff changes would be an additional salaries expenditure of about $120 000 above the present level of $603 000. Accommodation costs for the extra staff ranged between $15 000 and $21 000 depending on the approach selected. TED officers stated that these increases, together with the once only purchase of a computer for $317 000, represented an increase of about 1.36% on their present total budget (1976/77) of $33.5 million.

3.45 The discrepancies between the Education Department's submission and that of the TED in regard to numbers of new staff required and the costs could be traced in part to differences in what were taken as existing staff. The 1976 Public Service Staff List showed over 60 items already within the TED Head Office structure and an additional 11 items in the Library Services section of the Education Department devoted wholly or principally

to TED functions. These were presumably not costed by the Education Department and not taken into account by the Department in structuring the new staff positions needed.

3.46 The actual details of the new positions listed in both submissions could not be analysed in great detail without further information but sufficient evidence was available to suggest that the TED proposals took advantage of present positions already located within the TED Head Office and, in addition, they did not plan to extend Automatic Data Processing staffing in the same manner as did the Education Department.

3.47 The possibility of dispute between a separate TAFE organisation and the Education Department over costs associated with the use of secondary schools appears to be inapplicable in that already the costs of cleaning and caretaking are borne by the TED budget.

3.48 It was noted that the Public Service Board also expressed concern about the costs of separation. Clearly there are fears that the separation of the TED will be accompanied by a sharp rise in costs and the examples of WAIT and the granting of autonomy to the teachers colleges were quoted as precedents. Without accepting the accuracy of the claims that granting of "autonomy" to those institutions was accompanied by a sharp rise in costs, the context within which the Commission is considering the development of TAFE is different. Expenditure on education is not going to increase at anywhere near the rate it did in the period 1966-1976. This will be true for every sector of post secondary education. The growth in money for TAFE from Commonwealth sources does appear to be a major concern for the Federal Government but its Guidelines to the Tertiary Education Commission show that the growth could be at the expense of higher education and not of schools. Despite the presence of Commonwealth funding the majority of TAFE funds come from the WA Government. It was estimated that in 1977 the State would be providing 91% of the recurrent monies and 41% of the capital funds for the TED. In such circumstances the WA Government would be very much in control of the costs of TAFE, whereas in the earlier periods for WAIT and the teachers colleges it was the Commonwealth Government, through initially matched and now total funding arrangements, that set the pace.

3.49 The coordination role of WAPSEC and its advice to Government on the funding of TAFE, and on salaries and conditions of staff in technical colleges would act as additional protection for the Government.

3.50 The Education Department claimed that a separate identity for TAFE would lead to competition for funds between TAFE and the schools. Such competition exists at present and separation would transfer the decision making to the Cabinet rather than leave much of the conflict to be resolved within the Department. The Commission, in accordance with its Act, would advise the Government on TAFE funding and it would be up to the TAFE administration to develop well argued cases for its claims on public funds. The cases prepared by TAFE and by the Education Department would be assessed by Government and would stand or fall on their merits.

3.51 It is a fact that there will be some extra costs associated with separation of the TED. The costs do not appear excessive and should not unduly influence the examination of the overall benefits (educational and otherwise) which might flow from separation. It is also considered that some savings might be achieved by the sharing of services with the Education Department or by use of services available from higher education institutions directly or through the Tertiary Institutions Service Centre. In fact if TAFE is to expand, extra costs will be incurred whether within or outside the Education Department. Attention was drawn to the serious additional costs possible if there were to be an inappropriate expansion of TAFE activities in areas for 16 and 17 year olds which overlap similar activities in high schools. The Commission's powers to rationalise such an overlap were limited to the TAFE area alone whereas the Education Department could coordinate both, so long as TAFE remained as part of the Department.

TAFE as part of post secondary education

3.52 Reading again Chapters 2, 5, 6 and 8 of the Partridge Report, it becomes clear that the heart of the Committee's reasons for recommending separation of the TED from the Education Department was the concept that "TAFE" was more than "technical education" and that as such its planning and development were closely related to other sectors of post secondary education. Among other things it was dealing with a similar age group as tertiary institutions. It required closer links with these institutions, especially if post secondary education were to be extended in country regions. If the esteem of TAFE were raised and TAFE given a chance to develop its identity as a real partner in the new tertiary education concept, TAFE would attract more people to the many worthwhile vocational and enrichment courses it offered. TAFE courses could be provided much more economically than the more structured longer courses in higher education and with much more relevance for people to equip themselves for

present day living both in the context of the employment situation and in the desire by many for personal enrichment through intellectual, craft and hobby courses.

3.53 The Education Department in its submissions did not discuss the relationship of the TED with this Commission either with the present or any future structure. Apart from suggestions that not all of the present work of the TED is post secondary, the Departmental submission did not examine how this Commission could coordinate the remaining post secondary work in the Education Department. This was a major consideration for the Commission.

3.54 In this State and nationally there is concern for the role of TAFE in supplementing opportunities available in colleges of advanced education and universities. The need for coordination of TAFE with planning and financing for those institutions is evidenced in the Karmel Report on Post Secondary Education in Tasmania(6) which proposed that a small advisory Committee be established by the Tasmanian Minister for Education to report to him on problems of coordination in post secondary education. A major area of future coordination would be the interface between higher education and TAFE. The Commonwealth Government saw it as important to include TAFE in its new Tertiary Education Commission along with university and advanced education. The Commonwealth Government had consciously re-examined the Jones Committee Report of 1975(7) which had led to legislation which would have amalgamated only the Universities Commission and the Commission on Advanced Education had the legislation not lapsed with the Double Dissolution. Amalgamation of the TAFE Commission with the Schools Commission had not been contemplated. The Commonwealth Minister in introducing the legislation had stressed the importance of TAFE to the Government and of the need for its inclusion in the new coordination arrangements. Considerable concern has been expressed by both Government and Opposition parties that improved resources be provided for TAFE and that differences in funding between it and higher education should be minimised. The Commonwealth Minister has posed this as one of the options to be examined in discussions on changes in education funding arrangements between the Commonwealth and the States. The Opposition, on the other hand, proposes to introduce 100% Commonwealth funding for TAFE when it is re-elected.

---

(6) Committee on Post-Secondary Education in Tasmania (P. Karmel, Chairman), *Post-Secondary Education in Tasmania*, AGPS, Canberra, 1976.

(7) Report of the Panel to Advise on Arrangements for Amalgamating the Universities Commission and the Commission on Advanced Education, August 1975 (K.N. Jones, Chairman).

3.55 The terms of reference for enquiries into post secondary education in South Australia and Victoria both demonstrate the interest of those Governments in the role of TAFE in post secondary education. The Queensland Government has set up a Committee involving Vice Chancellors, the Chairman of the Board of Advanced Education and the Director General (who in that State is responsible for TAFE) to advise it on coordination matters. The Williams Committee of Inquiry into Education and Training has TAFE within its terms of reference with later years of secondary school as a lesser interest.

3.56 The Anderson Report "Communities and Colleges: Post-Compulsory Education in Northern Australia" (1976)(8) acknowledged the limited population and the unique problems of that Territory. It saw a specially important role for TAFE in the Territory. Concluding its chapter on Coordination the Report stated -

> "Four lines of development in the coordination of post school education in the North have been envisaged in this Chapter ... *(the first relates to coordination between Darwin and Alice Springs Community Colleges)* ...
>
> The second line of development is for a continuation of the practice whereby the colleges use national coordination and accreditation agencies. This will help to maintain standards and gain recognition for awards.
>
> The third proposal is that an advisory and coordination committee be established. This committee would advise the Minister on co-ordination and developments in the entire post-school sector in the Northern Territory. It would formulate views on submissions developed by colleges. A very important function would be to establish what needs were not being met and prepare means for meeting them. It would have a particular responsibility to co-ordinate the present fragmented area of post-school education for Aborigines. The committee would have a secretariat located in the North, and would have the means to conduct studies which would assist it in recommending new developments.
>
> Finally it has been suggested that in two or three years time consideration be given to establishing a departmental or statutory authority. This body would assume responsibility for TAFE and tertiary activities and would correspond to structures now being developed in some states. The exact form of the body should be determined in the light of political developments and population growth in the North, and of the outcomes of the present review of national coordination." (pp. 268-269)

---

(8) D.K. Anderson, K.J. Batt and K.J. Rosenberg, *Communities and Colleges : Post-Compulsory Education in Northern Australia*, (Education Research Unit, Occasional Report Series No. 7), ANU, Canberra, 1976.

3.57 The Gilmour Committee Report on Technical Education in the Australian Capital Territory (1974)[9] recommended that an ACT Technical College Authority be established. It did so after an examination of a number of possibilities including administration of TAFE by the ACT Schools Authority.

> "(c) Administration by the Australian Capital Territory Schools Authority.
>
> 7.33 The Committee gave consideration to this proposal because of its concern that the community have the greatest possible participation in running its technical and further education system. Here was a newly created form of administration for the school system in Canberra, with the potential for a high degree of community participation.
>
> 7.34 Management of technical and further education by the Australian Capital Territory Schools Authority as a possibility in some years' time was considered, but the Committee concluded that representation of interests on the Schools Authority, while most appropriate for a school system, was not appropriate for technical and further education. If the constitution of the Schools Authority was changed in such a way as to adequately represent the needs of both the school system and technical and further education, a cumbersome and inappropriate body would result".

The Commonwealth Government initially accepted this proposal but consequently, following a review of administrative provisions and financial restraints, a unit known as the ACT Further Education Branch within the Commonwealth Department of Education Territories Division has been created to administer TAFE in the ACT.

3.58 In Tasmania, the Karmel Committee (1976) summarised the views in the Partridge Committee Report which had led that Committee to recommend separation of the TED and the creation of a statutory authority for TAFE. The Report went on to say -

> "10.17 The Committee has much sympathy with these views, especially in the light of its own support for the broadening of the role of the technical colleges. It is nevertheless doubtful that a separate department or authority would be justified in a State as small as Tasmania. It would unavoidably involve additional administrative costs and additional senior staff: there would be duplication of administrative effort and facilities with the Education Department in such fields as accounting, computing, building programs and curriculum development. Moreover, the movement towards the integration of technical college and matriculation college resources is an important consideration:

---

(9) *Technical Education in the Australian Capital Territory*, Report of the Committee of Inquiry into ACT Technical Education (C. Gilmour, Convenor), Department of Education, Canberra, 1974.

> "this might be more difficult to achieve under two separate organisations. For these reasons, the Committee does not advocate the establishment of a separate department or authority at this stage but proposes that the question should be reviewed within five years, in the light of developments in the intervening period."

The Committee recommended that a broadly-based Co-ordinating Committee for Technical and Further Education should be established to report to the Minister for Education on the coordination and development of all TAFE activities in the State, departmental and non-departmental, including the integration of all the Education Department's post secondary educational resources, and further recommended that the question of establishing a separate department or authority for TAFE should be reviewed within five years.

3.59 Following the release of that Report, the Tasmanian Government asked the Cosgrove Committee(10) to advise on the implementation of the Karmel Committee recommendations. The Tasmanian Minister for Education deferred taking action on the Cosgrove Report in view of the announced intention of the Commonwealth Government to introduce new machinery for the co-ordination and development of tertiary education at Commonwealth level. In light of the Commonwealth Tertiary Education Commission legislation and the statement of the Minister for Education, Senator Carrick, in introducing that Bill that "it is the Government's firm intention to devote special attention to technical and further education, which has been for too long the area of least consideration to governments in post-school education, particularly in the allocation of resources. The new Commission will have an important role in the development of these resources and of co-operative arrangements with the States for the support of technical and further education"(11), the Tasmanian Minister in 1977 established a further Committee chaired by Mr D.A. Kearney, Registrar of the University of Tasmania, with the following terms of reference -

---

(10) Post-Secondary Education Planning Committee (H.E. Cosgrove, Chairman), Report on Implementation of the Recommendations of the Committee on Post-Secondary Education in Tasmania, August, 1974.

(11) Senate, *Hansard*, 31 March 1977, p.700.

(1) To consider and make recommendations to the Minister for Education on any machinery required for advancing and co-ordinating the development of tertiary education in Tasmania, having regard to the functions and obligations of the Commonwealth Tertiary Education Commission;

(2) To examine the existing organisational and administrative arrangements for technical and further education (including Adult Education) and to advise the Minister on any desirable changes in the arrangements; and

(3) To advise the Minister on legislative measures (if any) which would be required for the implementation of any recommendations made.

3.60 Hence the organisation and administration of TAFE and coordination of post secondary education is under review not only in this State but also in Tasmania, Victoria and South Australia. It is known that some submissions in Victoria have proposed that the TAFE (i.e. post secondary part of technical high schools plus the technical colleges) parts of the Education Department and the technical colleges forming parts of the V.I.C. colleges be grouped under an Authority and a State Council for TAFE.

3.61 Returning to the Western Australian position, it is interesting to note the similarity between the issues now under debate and those presented to the Jackson Committee in 1966. In its Interim Report[12], the Committee gave the reasons quoted below for the separation of WAIT from the Technical Education Division of the Education Department, and recommended certain limitations on the autonomy of WAIT.

> The reasons which have led the Committee to the conclusion that the Institute should be autonomous are set out hereunder:
>
> 1. It is unlikely that the Institute itself and its awards will receive full public support and recognition unless it is seen to be academically independent.
> 2. It is vital both to the standard of its courses and to its prestige that the teaching staff of the Institute should be appointed on the basis of open competition and that it should seek to attract staff from elsewhere. It would be difficult, if not impossible, for this to be done if the staff had to be appointed under the Education Act with all appointments open to appeal.
> 3. The grant of autonomy to the Institute will reduce the range of educational activity for which the Education Department, particularly the Technical Education Division, is responsible and will permit greater concentration on other equally important parts of that system.
> 4. Independent status will facilitate the development of close working relationships with other institutions teaching at tertiary level, including the University of Western Australia, which are necessary to ensure the complementary and economic development of these institutions in the interests of the State as a whole.

---

(12) *Tertiary Education in Western Australia*, Report of the Committee appointed by the Premier of Western Australia under the Chairmanship of Sir Lawrence Jackson, Perth, September 1967. Appendix V, The Interim Report, 1966.

5. An independent institution can be expected to attract support from industry to a degree which could not be expected by a departmental agency, especially if the governing council includes experienced representatives of industry and of professional bodies.

Limitations on Autonomy

That the Institute's autonomy be limited as follows:

(i) by requiring ministerial approval of its annual estimates of revenue and expenditure,

(ii) by requiring ministerial approval of conditions of service and of salary scales payable to academic and other staff, but not of the actual grade or salary for any individual appointment,

(iii) by providing for audit of the Institute's accounts by the Auditor General,

(iv) by providing for the Council to submit an annual report to be tabled in both Houses of Parliament,

(v) by providing that, except with the approval of the Minister, the Institute shall not provide courses below tertiary level,

(vi) by requiring ministerial approval for the establishment of branches of the Institute.

3.62 The Partridge Committee Report, paragraphs 2.19, 2.20 and 2.21 as quoted earlier in para. 3.27 of this Report, emphasises the broadening of the concepts of TAFE; paragraph 5.20 quoted in paragraph 3.7 of this Report says that post secondary education is a more rational context within which to plan the development of TAFE than in relation to primary and secondary education; and Chapter 8 describes the context in which the establishment of WAPSEC was seen as necessary and within which it must operate. The Partridge Report made it clear that the Commission should have responsibility for advice concerning planning, coordination, development and financing of technical education. In particular in paragraphs 8.28-29 of its Report, the Partridge Committee stated -

Technical and further education

8.28 In Chapter 5 we have recommended the separation of technical education from the Education Department, and the establishment of an authority which, with its governing council, will be responsible for the development and administration of technical and further education throughout the State. The growth of technical and further education needs to be planned and co-ordinated with respect to the functions and activities of the W.A. College of Advanced Education, the W.A. Institute of Technology and (especially so far as adult education and external studies are concerned) sometimes in relation to University activities. Technical and further education differs from the other sectors of post-secondary education in that it is still financed in large part by State Governments. We recommend that the W.A. Post-Secondary Education Commission should have the same powers in relation to the Technical and Further Education Authority as it has in relation to the W.A. Institute of Technology and the W.A. College of Advanced Education in advising the relevant Commonwealth Commission on matters of funding and, with respect to the approval of new academic developments, courses and awards However, as we mention in Chapter 5, since the development of technical and further education will remain in large part a matter for the State Government, the role of the W.A. Post-Secondary Education Commission in advising the State Government will in this case be of special importance.

8.29 We believe it to be one of the advantages of our proposal to establish by statute a council to administer technical and further education, that the overall function of planning and co-ordination to be discharged by the State Commission can in this way be most effectively carried out. We have argued earlier that any effective system of co-ordination must include technical and further education; and we believe that a co-ordinating body can deal more readily with a council of the kind we have proposed than it could with a government department.

3.63 In summarising the debate to this point, the Commission was faced with choosing between the stated intentions of the Education Department to enhance TAFE within the Education Department, and the creation of a new organisation to administer TAFE. The Education Department's claims rested heavily on the benefits which might be expected to flow from the new functional organisation of the Department and regionalisation plus the avoidance of extra costs and problems that might arise with a new organisation. The number of submissions made by technical college administrators and staff in response to the publication of the Departmental proposals made it clear to the Commission that these people did not have any confidence in the ability of the Department to provide a better deal for TAFE. In fact some submissions are highly critical and this fact cannot be ignored in considering effective working relationships in the future.

3.64 Adequate planning of TAFE activities is essential both in general and in relation to the coordinating role of WAPSEC. So far the Commission has not received the kind of information that is necessary for adequate planning and hopes that future structures will be more effective.

3.65 The Commission is concerned with the quality of leadership that can be given to TAFE. It agrees with the Report of the OECD Review of Australian Education Policy(13) that the philosophy behind TAFE as set out, for example, in paras. 4.7 and 4.9 of the Background Report(14) (quoted below) is one of the central issues of their Report and offers the possibility of solutions to some of the complex problems of providing a system of post secondary education for students who do not have the immediate aim of proceeding to higher education as well as providing recurrent education opportunities for adults.

---

(13) Organisation for Economic Co-operation and Development. *Australia: transition from school to work or further study*. OCED, Paris, 1977. (OECD reviews of national policies for education).

(14) NSW Teachers' Federation. *Transition from school to work or further study*. Submission to the OECD Panel of Examiners, prepared by C. Adams. NSW Teachers' Federation, Sydney, 1976.

"4.7 The Committee stated that the activities of technical and further education covered those forms of education which enabled individuals to

(a) acquire or make progress towards acquiring, by full or part time studies, assessable occupational qualifications involving mental, manual or social skills; and/or

(b) acquire or seek to acquire, usually on a part-time basis, knowledge of skills for secondary, additional or supplementary occupational purposes, or for the purpose of personal development or enrichment, or to utilise leisure creatively.

4.9 The Committee listed the following educational options as existing within the technical and further education framework described above :

- apprenticeship and post-apprenticeship courses
- various non-indentured courses for skilled workers
- certificate and sub-diploma courses for technicians in manufacturing industries and similar level courses for persons in commerce, community service, rural, mining, artistic, and other industries
- courses which can lead to full professional status or which enable professionals to update their technology or to specialise
- courses which can be broadly described as preparatory or bridging, that is, leading to higher courses of study, or short courses in job skills or particular kinds of knowledge
- courses of an informal kind and varying in length from a number of years to quite short periods in any aspect of technology, science, liberal studies, self-expression, home handicrafts and cultural appreciation."

3.66 Implementation of such ideas needs leadership and competence of a high order at various levels of the TAFE structure. An organisation which provides for recognition of able people and which can attract people from outside from time to time appears to be necessary. It can be argued that technical and further education is a specialised field which should be directed by someone highly qualified and experienced in it. On the other hand the Education Department's proposal is to appoint an Assistant Director General highly qualified and experienced but in a more general administrative area.

3.67 The Commission is aware that many of the present teaching and administrative staff of the TED would welcome the opportunity to introduce new ideas and new policies. Some staff may, however, prefer the present traditional arrangements. Both groups will remain whether integration with or separation from the Education Department is chosen. The question is thus whether the

talents of present personnel can be more effectively harnessed in a new separate organisation or in the Education Department. The Commission is of the view that separation from the Department is much more likely to achieve the climate in which outstanding people can be attracted to leadership positions in TAFE. The possibility of influencing a new structure would be an exciting challenge which would draw applications from Australia wide sources for the chief executive position(s). With promotional opportunities now limited in universities and colleges of advanced education, it is not inconceivable that a new organisation could attract some personnel from areas where they have been accustomed to different arrangements from those likely to prevail in an Education Department. New approaches to apprenticeship and industrial training might attract outstanding persons from industry who would relish the chance to pass on their knowledge and skills to young workers. Closer links with industry could assist the maintenance of up-to-date skills of trade lecturers in technical education. Adult education provisions could be more widely distributed with use made of rented premises in day time hours and with a gradual increase in the number of full time adult educators working in a region.

3.68 In creating a new organisation there would be more chance of selecting appropriate tasks for those administrative staff who would prefer to retain their traditional approach to technical education. Without reducing their salary they could be assigned to special duties or placed in a supportive role to new appointees. The extent of such moves would be small. The Education Department would be less able to handle such situations in view of the continuing interest of the Teachers' Union in maintaining solidarity within the Department and using precedent to advance their claims.

3.69 Obviously the Teachers' Union has staked a claim for industrial coverage of teaching staff of a new TAFE organisation. The Union has indicated some sympathy for new conditions for TAFE teachers. A new organisation would have more chance of introducing new personnel policies such as a flexible working year keeping colleges open 48 weeks a year; short term contract appointments; peer assessment and institutional evaluation where relevant; and promotion more closely based on educational and leadership qualities and less on status and seniority. All these policies would appear to have less chance of introduction if the Education Department's proposals were accepted.

3.70 It was matters such as these which were of concern to the Commission. It had been assured that State Treasury policies did ensure that Commonwealth funds would reach the TAFE institutions irrespective of the structure and that the level of State funding for TAFE was determined more by the quality of the information and case presented than by the administrative arrangements.

SECTION 4 : ADMINISTRATIVE ARRANGEMENTS

4.1 The Partridge Committee considered two possible arrangements for the administration of TAFE. These were the creation of a new Government Department of TAFE and the establishment of a TAFE Statutory Authority. In many respects many of the arguments for and against each of these structures have been touched on in earlier discussions in Sections 2 and 3 of this paper.

4.2 Firstly with reference to submissions received, there was a difference of views within the Technical Education Division. Some staff and some college submissions were keen to see a Department - others an Authority. In most cases the rationale for their choice was not described in the submission. The senior officers of the TED themselves equivocated. Their initial submission supported the concept of a TAFE Authority which would combine the benefits of a centralised organisation with the possible delegation of some powers to councils of larger colleges as procedures were developed to establish responsibility and accountability. The "authority" approach would allow the destiny of TAFE to be more clearly determined by the demonstrated needs of commerce, industry and the community. In their second submission in July, they said that either an Authority or a Department structure would be satisfactory but their review of the issues involved had led them to the belief that the advantages (small though they might be) of a Department outweighed those of an Authority. The advantages were linked with the shortening of the decision making process, the retention of Public Service opportunities for non-teaching staff, a smoother transfer to the new structure and facilitation of use of other Government resources.

4.3 The Education Department on the other hand stated -

> "One proposal concerning this point of closer Ministerial contact favours the establishment of a separate Government department for Technical and Further Education. This proposal was examined and rejected by the Partridge Committee, and the Education Department endorses this finding. To establish a separate Technical Education Department would appear to confer little educational or administrative advantages over the present structure and would considerably increase the present costs, because of the duplication of administrative structures and services."

4.4 The Commission tried to focus on the characteristics which it considers are most desirable for an organisational structure which must provide an extremely diverse range of educational opportunities for an equally diverse clientele spread throughout Western Australia. The history of technical education has demonstrated the need for flexibility in adding to and subtracting from the range of educational activities which it provides and the continuing need for alertness and enterprise in identifying

new demands for TAFE has been described in the Partridge Report (e.g. see para. 5.18 quoted in para. 3.7 of this Report).

4.5 Some of the tasks an administrative structure must face can be listed as follows :

(a) Curriculum teaching and assessment - including identification of needs, and measures to meet these needs, for example liaison with students and potential students, employers, unions, Government departments and agencies, teachers, other education sectors and the public at large; assessment of the curriculum leading to better programs; and assessment of students leading to academic credentials.

(b) Determination and implementation of policies - involving determination of priorities and provision of educational programs both in time and in place with or without specially constructed facilities.

(c) Obtaining the resources to provide TAFE - especially financial, viz. recurrent and capital funds and the use of these funds to obtain services, equipment, materials and buildings.

(d) Personnel policies and procedures - including recruitment, promotion, salaries and conditions of staff, both academic and non-academic.

(e) Relations with Government and the community - including accountability to the community at large and the Government in particular; and relationships with this Commission and with other post secondary education institutions.

(f) Relationships within the organisation - especially between a central executive and the institutions whether direct or through regions, within and between institutions themselves, and with or without the possibility of delegated powers.

4.6 These tasks can be tackled by a Government Department or by a Statutory Authority. Arguments regarding these types of organisations have been voiced in a number of reports and articles.

4.7 The Karmel Committee on Education in South Australia (1970)(15) in paras. 17.19 and 17.20 examined the proposition that the Education Department in that State should be replaced by an Education Commission -

---

(15) *Education in South Australia,* Report of the Committee of Enquiry into Education in South Australia 1969-1970 (P. Karmel, Chairman), Government Printer, Adelaide, 1971.

The advantages to be seen in such a proposal are a greater involvement of a greater number of people directly in education matters, a less hierarchical approach to the problems of education and a wider spread of responsibility and of advice to the Minister. It is suggested that questions relating to education would thus be further removed from the political arena. The Commission would have the responsibility not only for changes of policy in educational matters but also for disbursement of funds. The education vote would be made by Parliament for disbursement by the Commission.

17.20 There is much to be said in favour of the proposal for an Education Commission. It would free the authority responsible for running the schools from any obligation to cover up deficiencies in order to protect the Minister. A Commission would be its own advocate to Parliament, able to argue the case for improvements and seek grants sufficient to carry them out. It would enable a wider span of interests to be accommodated at the planning level. Nevertheless, there are substantial arguments for placing the responsibility for the obtaining and disposition of funds for educational purposes upon the Minister. Such funds nowadays form such a high proportion of State expenditure that it seems to us to be inconsistent with the principle of parliamentary democracy to remove education from ministerial responsibility and accountability to Parliament. A Minister is more sensitive to public opinion than a Commission would be. Although there is the danger that well-organised and articulate groups may wield undue influence, we think on balance that responsiveness to public attitudes and demands is desirable in educational matters. An Education Commission would not necessarily result in a public more objectively informed than at present about conditions in the education system. Although it would not be obliged to protect the Minister, a Commission might succumb to the temptation to protect itself. We are not satisfied that the control of education by an Education Commission would yield a balance of advantage over the present ministerial control.

4.8 Questioning of the merits of a Schools Authority in the ACT rather than a Ministerial department arose in a seminar series on "Designing a New Education Authority" which the A.N.U. conducted late in 1972. Dr Wettenhall, Head of Administrative Studies at the Canberra College of Advanced Education, stated-

> In this paper the arguments I have presented are mainly administrative ones. But they run very easily into the political: this is another of those boundaries which can never be precisely defined. A political view at this point would suggest that, notwithstanding all we have hard in recent times about the evils of secrecy in government, the ministerial department is still generally better equipped than a statutory authority to sift and collate ephemeral views and sectional influences and to develop comprehensive, balanced, long-term policies. It would suggest too that it is more likely to respond over the years to innovating pressures and changing fashions than a statutory authority which can, if given its head in policy matters, rather too easily become captured by a single dominating school of thought - the immediacy of today, which becomes the conservatism of tomorrow. The department's advantage here is fairly obvious: it is, through its cabinet, parliamentary and public service connections, likely to be more totally aware of the public interest than any sectionally-accountable corporation - though it is unlikely that the interests will be prepared to admit it.

There are two other considerations here. First, the system of ministerial responsibility deliberately avoids the notion of direct responsibility either to the interests or to the electorate at large: a minister for agriculture's responsibility, for example, is not primarily either to the farmers or to the electorate for what he does for the farmers. The responsibility is much more generalised than that, and it is directed to the parliament whose intended role is to hold the ministry responsible for the sound and sensibly-integrated governance of all public activities. Thus the emphasis is again on the totality of the governmental system. All this may not matter so much in activities which are only marginally governmental, but education lies very near the heart of social policy and here it matters a great deal.

4.9 The Gilmour Committee on TAFE in the ACT (1974) considered four possible administrative models. One of these, the Schools Authority, was mentioned earlier in para. 3.57. Administration by a branch of the Commonwealth Department of Education was considered to be out of keeping with other arrangements for education in the ACT, e.g. schools, the Australian National University and the Canberra College of Advanced Education. The Committee wrote -

"1.10 During the course of its inquiry the Committee kept in mind the following concepts :

(a) that recurrent opportunities for technical and further education should be available to all members of the Canberra community, regardless of age, educational qualifications or present employment;

(b) that technical education should be seen as an acceptable alternative to other streams of post-secondary education;

(c) that funds for technical education should be provided to the same extent as they are for other areas of education in facilities for students and staff, library standards, buildings and equipment.

(d) Establishment of a Separate Authority

7.35 The Committee favours a separate authority to administer technical and further education in the Australian Capital Territory. It believes that such a separate authority would:

* meet the objectives outlined in paragraph 1.10 above;
* foster the ordered development of technical education in the Australian Capital Territory;
* best meet community needs;
* consolidate future planning for growth of facilities;
* facilitate the overall administration of several technical colleges."

4.10 The provision of a statutory authority for TAFE has some parallels with the provision of "autonomy" for institutions such as WAIT and the Teachers Colleges. The Jackson Committee in its Interim Report (1966) gave a number

of reasons for the separation of WAIT from the Education Department and the granting of autonomy, and recommended certain limitations on the autonomy of WAIT. These were quoted in para. 3.61 of this Report.

4.11 In relation to the development of tertiary education institutions, the Jackson Committee in its Report (1967)[16] at pp. 19-20 wrote -

> **A. GENERAL PRINCIPLES**
>
> Unlike the earlier levels of education, which are concerned with a relatively well-defined area of 'general education' where standards are set internally and the total personality development of the child is a primary objective, tertiary education is specialised and diversified. Its standards and purposes are determined by community requirements, international award levels, and the association of knowledge with research. The status of individual institutions is variable, depending on their capacity to compete for staff on the open market, and produce acceptable graduates. In the present day certain characteristics of effective tertiary institutions are becoming clear.
>
> MARKS OF A TERTIARY INSTITUTION
>
> *Autonomy.* The first is the stimulus to be gained from being independent of control by a Government department. What has always been true of universities is becoming true of other institutions, that freedom to experiment and compete with other institutions of the same kind, granted sensible liaison procedures within any one State or country, is the healthier pattern. In Western Australia, the University has had autonomy from its inception, and is responsible to Parliament through the medium of its annual report to the Governor, and the requirement that it table its statutes before both Houses.
>
> The Act which recently established the Western Australian Institute of Technology provides that it shall report annually to the Minister for Education, who is the Minister responsible for the administration of the Act. The Royal Perth Hospital is under an independent council, and has functioned for some years as a teaching hospital, offering some internal tertiary-level courses for small numbers of students, and certain private bodies also conduct tertiary-level courses, such as the Kindergarten Teachers' College which receives State subsidy, and the Australian College of Nursing which intends to commence a course in this State for senior nurses in 1968. However what these latter gain from autonomy is possibly offset by small numbers and specialisation, having regard to the characteristics yet to be listed.
>
> Other State institutions are conducted under the aegis of Government departments. It is our belief that where Government departments other than Education have been responsible for the maintenance of educational institutions, the weight of their other tasks has tended to reflect adversely on such schools. Long-term planning and adjustment to new advances in educational practice are often lacking, while staff recruitment tends to favour practitioners rather than educators. Staffing is furtner aggravated by the lack of promotional opportunity and mobility within the Government service.

---

(16) *Tertiary Education in Western Australia,* Report of the Committee appointed by the Premier of Western Australia under the Chairmanship of Sir Lawrence Jackson, Perth, September 1967.

However we do not believe that the solution is to transfer such institutions to the Education Department, where the weight of responsibility for non-tertiary education tends to have a similar effect. Indeed it is considered that the Department should also be freed from the responsibility of providing tertiary level education even in teacher training. Hence in the long run all tertiary colleges should come to operate autonomously, with new colleges commencing as branches of existing major institutions, with eventual autonomy clearly in view. The interests of Government departments can and should be safeguarded by adequate representation on the governing bodies of each tertiary college.

4.12 The Commission on Advanced Education in its Report on Teacher Education 1973-75[17] was concerned with the provisions for self government in legislation for teachers colleges. The criteria for determining the degree of self government provided for-

(i) freedom from Education Department control;

(ii) limitations of powers of individual colleges (*through coordinating bodies such as the WA Tertiary Education Commission);*

(iii) governing bodies *(councils);*

(iv) administration and finance - with their own budgets able to work within general policies to manage and control their own affairs;

(v) management and control of land and personal property;

(vi) academic policies;

(vii) staffing *(open advertisements);*

(viii) admission standards;

(ix) awards issued by the institution but accredited by outside agencies.

4.13 There was no questioning of the desirability of autonomy as such since self government of the colleges developing under the supervision of appropriate coordinating bodies in the States was a condition of Commonwealth Government financial aid. The need for establishment of autonomous teachers colleges had been clearly stated by the Martin Committee on the Future of Tertiary Education in Australia (1964)[18] -

> "4.80 The establishment of autonomous teachers' colleges should be the next step in developing the plan for the preparation of teachers. In the opinion of the Committee, the case for the establishment of autonomous teachers' colleges rests upon two main considerations. Firstly, the outlook of a profession is determined to a significant degree by the atmosphere of its training institutions. Secondly, the quality of the staff of an institution largely determines its vitality, and staffs of high quality are more likely to be attracted to autonomous institutions.

---

(17) Australian Commission on Advanced Education, *Teacher Education 1973-1975,* Report of the Special Committee on Teacher Education, (S.W. Cohen, Chairman), AGPS, Canberra, 1973.

(18) *Tertiary Education in Australia,* Report of the Committee on the Future of Tertiary Education in Australia to the Australian Universities Commission (L.H. Martin, Chairman), Government Printer, Melbourne, 1964-1965.

4.14 Moves towards independence in TAFE were touched upon in the Second Report of the Australian Committee on Technical and Further Education (1975) -

> "2.20 Teachers employed in the TAFE sector of post-secondary education are better prepared for their task than their predecessors and this trend will continue. With closer analysis of the teaching/learning situation, more effective teacher preparation programs and in-service training provisions, TAFE teachers are likely to seek more vigorously some of the attributes of academic freedom that are espoused so strongly by their colleagues elsewhere. Increasingly they may be expected to assume more responsibility for the development and implementation of curricula.
>
> 2.21 There has been a trend for independence from external authority by some post-secondary institutions to decline in some areas and grow in others. Better-prepared TAFE administrators may seek greater independence. The Committee can see the need for a balance between independence and the need for co-ordination and accountability in the use of public funds. This independence is seen in three areas - intellectual (freedom of study and research), academic (curriculum and courses) and administrative (detailed financial and personnel matters). The Committee has noted with interest the acceptance by the Australian Government of recommendations by the Gilmour Report on the Future of TAFE in the ACT to provide an ACT Technical Colleges Authority with considerable freedom to delegate powers to college councils and in turn to college principals. In the case of the State TAFE institutions, Government direction is facilitated by the various departmental structures. A measure of public participation is provided in some States through State Boards and Councils of TAFE that can provide additional advice to that given by the permanent head of the Department."

4.15 Legislative provisions in South Australia and New South Wales, where Departments of Further Education and Technical and Further Education respectively have been established, differ in at least one significant way, namely that NSW provides for a State Council whereas SA does not. Both provide for College Councils. The NSW Act (1974)[19] provides that there shall be a State Council of Technical and Further Education which shall consist of such number of persons as may be prescribed and that the members shall be representative of industry, commerce, the professions, the trade union movement, educational authorities and the community. The functions and duties of the Council are set out in Section 15 -

---

(19) Technical and Further Education Act, 1974.

15. (1) The Council may make such recommendations as it thinks fit to the Minister with respect to--

(a) the provision and conduct of technical and further education in the State having regard to the needs of the community, industry and commerce; and

(b) the co-ordination of the functions of the Department with other bodies concerned with education and training.

(2) The Council shall investigate and report to the Minister on any matter referred to it by the Minister for investigation and report.

(3) In addition to the powers, authorities, duties and functions conferred or imposed upon it under the other provisions of this Part, the Council shall have and may exercise or perform such powers, authorities, duties and functions as are delegated to it by the Minister under section 30 (1).

4.16 The NSW Act provides for College or District Councils or Committees to be established in accordance with the regulations to promote and encourage the advancement of TAFE within that college or district. Any such Council or Committee shall have and may exercise or perform such powers, authorities, duties and functions as are delegated to it by the Minister (Section 26). Section 30 of the Act covers the powers of delegation of both the Minister and the Director -

30. (1) The Minister may by instrument in writing delegate to—

(a) any specified officer of the Department;

(b) the Council of Technical and Further Education constituted under section 13; or

(c) a council or committee established under section 26 (2),

the exercise or performance of such of the powers (other than this power of delegation), authorities, duties or functions conferred or imposed on him by or under this Act as may be prescribed and may in like manner revoke wholly or in part any such delegation.

(2) The Director may by instrument in writing delegate to any specified officer of the Department the exercise or performance of such of the powers, authorities, duties or functions (other than this power of delegation or the exercise or performance of a power, authority, duty or function delegated to him under this section by the Minister) conferred or imposed on him by or under this Act as may be specified in the instrument of delegation and may in like manner revoke wholly or in part any such delegation.

(3) A power, authority, duty or function, the exercise or performance of which has been delegated under this section, may, while the delegation remains unrevoked, be exercised or performed from time to time in accordance with the terms of the delegation.

(4) A delegation under this section may be made subject to such conditions or such limitations as to the exercise or performance of any of the powers, authorities, duties or functions delegated, or as to time or circumstances, as may be specified in the instrument of delegation.

(5) Notwithstanding any delegation made under this section, the Minister or the Director, as the case may be, may continue to exercise or perform all or any of the powers, authorities, duties or functions delegated.

(6) Any act or thing done or suffered by a delegate while acting in the exercise of a delegation under this section shall have the same force and effect as if the act or thing done had been done or suffered by the Minister or the Director, as the case may be, and shall be deemed to have been done or suffered by the Minister or the Director, as the case may be.

4.17 The significance of these legislative provisions was brought out in a report on the establishment of community colleges released by the NSW Minister of Education in June 1977(20). The starting point for consideration of the concept of the community college was the needs of non-metropolitan areas. These fell into the following broad groups -

(i) the need to provide a wider range of courses, especially of a non-vocational nature and to provide a stimulus for more members of the community to participate in and benefit from some form of further education,

(ii) the need to minimise the necessity for young people to leave the region to attend institutions located in the major coastal cities for all or part of their post-school education;

(iii) the need to maximise the use of the educational facilities and expertise available in each area; and

(iv) the need to provide more and better help for those undertaking courses by correspondence.

4.18 The Committee examined four alternative approaches, viz. the establishment of entirely new institutions; the establishment of formal coordinating groups to advise on needs and provide a referral and information service;

(20) *Community Colleges*, Report of the Committee on the application of the community college concept in the Orana and New England Regions (P.M. Correy, Chairman), Ministry of Education, Sydney, 1977.

the extensive development of the evening college system alongside the colleges of TAFE; and the use of existing facilities, basing future developments on technical colleges. The fourth alternative was preferred. In part, the reason for this preference was that the provision of the NSW TAFE Act in regard to the delegation by the Minister of powers, duties and functions to district councils provided the necessary framework for the desired development which would encourage increased community participation and achieve the objectives as defined by the Committee.

4.19 The College Council would participate in the selection of the Principal and certain other staff; be responsible for management of the college's buildings and sites; approve designs of new buildings; have a budget for materials and minor equipment; negotiate with other education bodies over transfer courses and tutorial assistance for students studying courses from other institutions; promote and coordinate vocational courses and adult education; encourage community use of college facilities for groups and societies and set and retain charges made for such use; and manage student residentials. All of these functions would require substantial delegation of advisory and considerable executive responsibility by the Minister for Education to the Council.

4.20 In the South Australian legislation(21) the Minister may appoint such advisory committees as he considers necessary to investigate and advise him upon any aspect of further education in the State or any matters affecting the administration of the Act. The establishment of College Councils is covered by Sections 28 and 29 of the Act.

> **28.** (1) The Minister may establish a council for any college of further education.
>
> (2) The Minister may establish an interim council for any proposed college of further education.
>
> (3) A council shall consist of such members, not less than five in number, as may be determined by the Minister.
>
> (4) The members of a council shall hold office upon such terms and conditions as may be prescribed.

---

(21) The Further Education Act, 1975.

29. (1) A council shall—

(*a*) be a body corporate with perpetual succession and a common seal;

(*b*) be capable of holding and dealing with real and personal property;

(*c*) be capable of acquiring or incurring any other legal rights or obligations, and of suing and being sued;

and

(*d*) have such powers, authorities, duties and obligations as may be conferred, imposed or prescribed by or under this Act.

(2) A council shall not engage in any transaction involving the acquisition or disposal of real property unless the Minister has, by instrument in writing, consented to that transaction.

4.21 Section 30 of the Act deals with the borrowing power of Councils and Sections 31 and 32 deal with the power of the Minister to make grants to a College Council and the maintenance and auditing of accounts for moneys received by the Council.

4.22 The powers of delegation of the Minister and of the Director-General of Further Education are covered in Sections 8 and 13.

8. (1) The Minister may, by instrument in writing, delegate to the Director-General, or any other officer of the Department, or the teaching service, any of his powers, duties, responsibilities and functions under this Act, except his power to dismiss an officer of the teaching service.

(2) A delegation under this section shall be revocable at will and shall not prevent the exercise of any power by the Minister himself.

13. (1) The Director-General may, with the consent of the Minister, delegate, by instrument in writing, any of his powers or functions to any other officer of the Department or any officer of the teaching service.

(2) Any such delegation shall be revocable at will and shall not prevent the exercise of any power by the Director-General himself.

4.23 Partridge appeared to be concerned with flexibility and community influence and participation as well as the ability of WAPSEC to achieve coherent planning and coordination.

5.19 How effective these needs and demands will prove to be during the next few decades is, of course, a matter of speculation; but it will in part depend on the imagination and initiative of education authorities in going part-way to meet them. The main point we wish to make is that technical and further education cannot, in any case, be regarded as being a routine operation dealing with well-defined and familiar areas and forms of study (such as the training of apprentices and technicians). These functions will be no less important than in the past, but there will be others which will challenge the capacity of administrators for educational, institutional and administrative innovation.

5.20 It seems clear to us that technical and further education must be conceived as being part of post-secondary education. It is concerned mainly with the education of adults; and, if recurrent education becomes steadily more prominent, it will accommodate a still more diverse adult student population. Its operations will at many points impinge upon, or be related to, the activities of other post-secondary institutions, especially colleges of advanced education; and planning for student places for the 16 to 19 age-group and for older students, the planning of courses, and decisions about the allocation of funds within the post-secondary area must take account of the institutions of technical and further education as well as the universities and the colleges of advanced education. This appears to us to be a more rational context within which to plan the development of technical and further education than in relation to primary and secondary education.

5.21 All these considerations incline us against a departmental form of organization and authority. Flexibility and community influence and participation are important, especially in this branch of post-secondary education. We feel that departmental control would meet all the desired conditions less easily than another form of organization. A government department would place considerable power of decision in the hands of one person—the director—as the executive head of the department and adviser to the Minister. Admittedly, this arrangement can secure tight and responsible control. On the other hand, if technical and further education were under the control of a council established by statute and also responsible to the Minister in the last resort, members of the community selected for their knowledge of, and interest in, education in its relation to commercial, industrial and social needs could be directly and continuously associated with the working out of broad policy. There still must be a director of the system—a chief executive officer—but his powers and control would be moderated by the views of his council; and the chairman of the council would provide strong assistance and support, and could play a distinctive role as another person the Minister might consult.

5.22 If the technical and further education system is to be conceived as an integral part of the wider system of post-secondary education, its operations and development would need to come under the co-ordinating authority of the W.A. Post-Secondary Education Commission. We have referred above to areas in which co-ordination will be called for. If the situation of the technical and further education sector is parallel with the other sectors of post-secondary education (that is, not directly controlled and administered by Government), we believe that this will enhance the Commission's ability to achieve coherent planning and co-ordination. We do not question the Minister's right to seek implementation of major policies supported by the Government; and we do not think that the structure we are outlining would prevent this from happening.

5.23 For reasons we have set out in this section, we have reached the conclusion after considerable thought that, if technical and further education is to fulfil the expectations we have for it as part of the system of post-secondary education, it is essential that it should be set up as an independent statutory authority.

4.24 The Commission is aware that legislation to create a TAFE Department or Authority could be tailored to give many of the powers, duties and functions which the Commission might recommend. There are at least three major alternatives which the Commission might consider. These are -

A. Public Service Department
B. Public Service Authority
C. Statutory Authority

4.25 The main distinction between a Public Service Department and a Public Service Authority is that of the source of funds. Departments draw from the Consolidated Revenue Fund, whereas the Authorities draw moneys from appropriations or other sources as laid down in the relevant Act. Staffing in Public Service Departments and Authorities is generally through the Public Service Act although an Act may make special provisions as happens in the Education Act. Section 7 of that Act provides that teachers shall not be subject to the Public Service Act. In a Statutory Authority, matters such as recruitment and staffing are as laid down in the Act. Similarly, sources and use of funds are as prescribed by legislation. The Act establishing an Authority is critical in determining the powers and accountability of the organisation.

4.26 In brief, a Departmental structure is usually associated with close Ministerial supervision and responsibility. In turn the general policies of Government in relation to Public Service Staff, use of the Public Works Department, the State Tender Board, Treasury and audit controls apply to the Department. The Authority type structure provides the opportunity to legislate for functions, duties and powers which are considered the most appropriate for that organisation. Safeguards are usually included to ensure that the staffing policies of such a body are subject to Ministerial approval. In the case of the administration of technical and further education, the Western Australian Post Secondary Education Commission Act empowers the Commission to advise the Minister on such matters.

SECTION 5 : CONCLUSIONS AND RECOMMENDATIONS

5.1 The Commission came to the view that a number of the arguments both for and against separation depended on assertions which could be challenged. If it was an "act of faith" to separate TAFE it was equally an "act of faith" to accept the alternative proposals for a re-arrangement of administration within the Education Department. After lengthy consideration the Commission reached the conclusion that overall the arguments and evidence in favour of separation were stronger than those for retention of the Technical Education Division in the Education Department.

5.2 In reaching this conclusion the Commission was conscious of the fact that a number of the details of how separation might occur needed further analysis. Consequently it should recommend that the Government accept in principle that the TED will separate eventually from the Education Department and will operate as a separate organisation. This acceptance by Government would then be followed by a series of stages during which the Commission could continue its analysis, further experience would be gained and advice provided by the Commission.

5.3 Such a staging would allow a closer examination of the most appropriate form for the administration of the TED whether it be a department, authority or other arrangement. It would also provide a period in which a review would be undertaken by the Commission of the educational responsibility of the TED in order to recommend on the division and possible overlap of educational responsibility including adult and continuing education.

5.4 The staging would allow the appointment of a Director of Technical Education following world-wide advertisement. This step, together with the establishment of a Technical Education Interim Council, with an independent Chairman and terms of reference which would enable the Council to recommend to the Minister on specified policy issues, would provide an impetus to improve technical education.

5.5 The title "technical education" is used as an interim measure since the Education Act and Regulations refer to technical education. Further consideration of the use of other titles such as "technical and further education" would form part of later advice from the Commission.

5.6 The objective of these proposals will be to achieve independent operation of the Technical Education Division not later than 1 January 1980 and earlier if possible following the passage of legislation.

5.7 **The W.A. Post Secondary Education Commission recommends to the Minister**

1. *that the Government accept in principle that the Technical Education Division will separate eventually from the Education Department and will operate as a separate organisation. The objective will be to achieve independent operation not later than the 1 January 1980 and earlier if possible following the passage of legislation. The nature of the separate organisation and the rate of movement towards that goal will be dependent on further experience obtained during stages recommended below.*

2. *that the stages of separation of the Technical Education Division from the Education Department be as follows :*

   Stage 1

   (a) The establishment of a senior level position as Director of Technical Education and the filling of that position after world-wide advertisement. The Director would report to the Minister through the Director-General of Education.

   (b) The creation of a Technical Education Interim Council with an independent chairman and terms of reference which would enable the Council to recommend to the Minister on specified policy issues.

   The composition of the Technical Education Interim Council would be as follows :

   The Chairman (part time), to be appointed by the Governor.

   Ex officio members:

   The Director-General of Education

   The Director of Technical Education

   Members appointed by the Minister:

   Three members from the public

   One member representative of employer organisations

   One member representative of trade unions or equivalent organisations

   One member nominated by the organisation which represents the teachers employed in Technical Education after election conducted by that organisation

   One member who shall be a principal of one of the technical institutions - elected by the principals.

The functions and powers of the Council, subject to the powers of WAPSEC, would be to recommend to the Minister on :

(i) the planning and development of technical education

(ii) capital and recurrent expenditure needs

(iii) the establishment of new institutions

(iv) staffing policies

(v) the need for and development of courses.

(c) The evolvement of principles and procedures for the planning, development and rationalisation of technical education in conjunction with WAPSEC.

(d) The identification and gradual delineation of those sections of Department administrative support services which deal mainly with technical education. Examples would be finance, salaries, staffing, research, planning, curriculum development.

Stage 2

Continuation of Stage 1 with the addition that :

(a) Support services required by technical education be separated out and supervisory positions identified.

(b) A complete review be undertaken by WAPSEC of the educational responsibilities of the Technical Education Division in order to recommend on the division and possible overlap of educational responsibilities including adult and further education.

(c) A final review be undertaken by WAPSEC of the appropriate form for the administration of the Technical Education Division, the Department, Authority or other.

(d) The legislation required, including Regulations, be drafted in conjunction with WAPSEC.

Stage 3

Full implementatation of the new organisation.

25 October 1977.

APPENDIX 1

SUBMISSIONS

Submissions relating to the topic of the administration of technical and further education were received from :

Organisations

Albany Technical College Staff Association

Albany Technical College Staff

Association of Principals of Technical Institutions (W.A.)

Australian Institute of Engineering Associates

Balga Technical College Staff

Bentley Technical College Staff

Bunbury Regional Promotion Committee

Chamber of Mines of W.A. (Inc.)

Civil Service Association of W.A.

Coordinating Committee for Welfare of Overseas Students in W.A.

Counselling Service of Technical Education Division

Department of Labour & Industry

Eastern Goldfields Technical College

Education Department of W.A. (April 1977 and June 1977)

Education Department, Technical Education Directorate (April and July 1977)

Edwards Secretarial College

Evening Technical Schools, Fulltime Officers in Charge

Farm Management Foundation of Aust. (Inc.)

Fremantle Technical College Staff (2 groups)

Goldfields Region comprising -

- Regional Administrator
- Chamber of Commerce (Kalgoorlie)
- Chamber of Mines (Eastern Region)
- Town of Kalgoorlie
- Shire of Boulder
- Eastern Goldfields-Esperance Regional Development Committee.

Great Southern Regional Administrator

Leederville Technical College Lecturers

Leederville Technical College Staff

Leederville Technical College Students (2 groups)

Midland Technical College Staff

National Country Party of Australia (W.A.) Inc., Education Committee

National Printing Industry Training Committee (W.A. Division)

Nurserymen's Association of W.A. (Inc.)

Public Service Board of W.A.

State School Teachers Union of W.A. (Inc.) (December 1976 and June 1977)
State School Teachers Union of W.A. (Inc.) Technical Education Branch
State School Teachers Union of W.A. (Inc.) Technical Extension Branch
Technical Extension Service Staff
University of W.A. Extension Service
University of W.A. Director, Counselling Service
W.A. High Schools Principals Association
W.A. Institute of Technology
W.A. Industrial Training Advisory Council
Wembley Technical College staff

Individuals

D.J. Conway, Carmel
A.J. Downing, Mosman Park
N. Groom and E.I. Evans, Leederville
R.C. Paterson, R.V. Thompson and H.J. Davis, Woodlands.